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ABSTRACT

The first 5-year update to the 1982 Florida master plan for postsecondary education is presented. This update is not intended to replace the original plan, but to reflect on the original and the actions it precipitated, to refocus priorities, and to renew existing efforts. Part I, covering demographic and postsecondary enrollment patterns in Florida, focuses on population, enrollment patterns, and educational attainment. Ways to strengthen organization, coordination, and management are covered in Part II, including: distinctive institutional roles; coordination and cooperation in using resources (enhancing the contribution of independent postsecondary education, and enhanced linkage of postsecondary education to Florida's economic development); and financing and evaluation (improved program review procedures, and student tuition and financial aid policies). Part III, on strengthening educational performance and process, covers: undergraduate education, graduate and professional education, teacher education, Florida's role in international education, vocational education, participation and academic performance of minority and disadvantaged students, disabled student access, and programs for adult populations. Issues for the future are presented. Approximately 85 recommendations are presented that cover such areas as: institutional priorities, the Two-Plus-Two System, private sector contracting and accreditation, coordination of business/industry and postsecondary educational initiatives, program review procedures, tuition and financial aid, and student assessment. Eighteen tables included. (SM)

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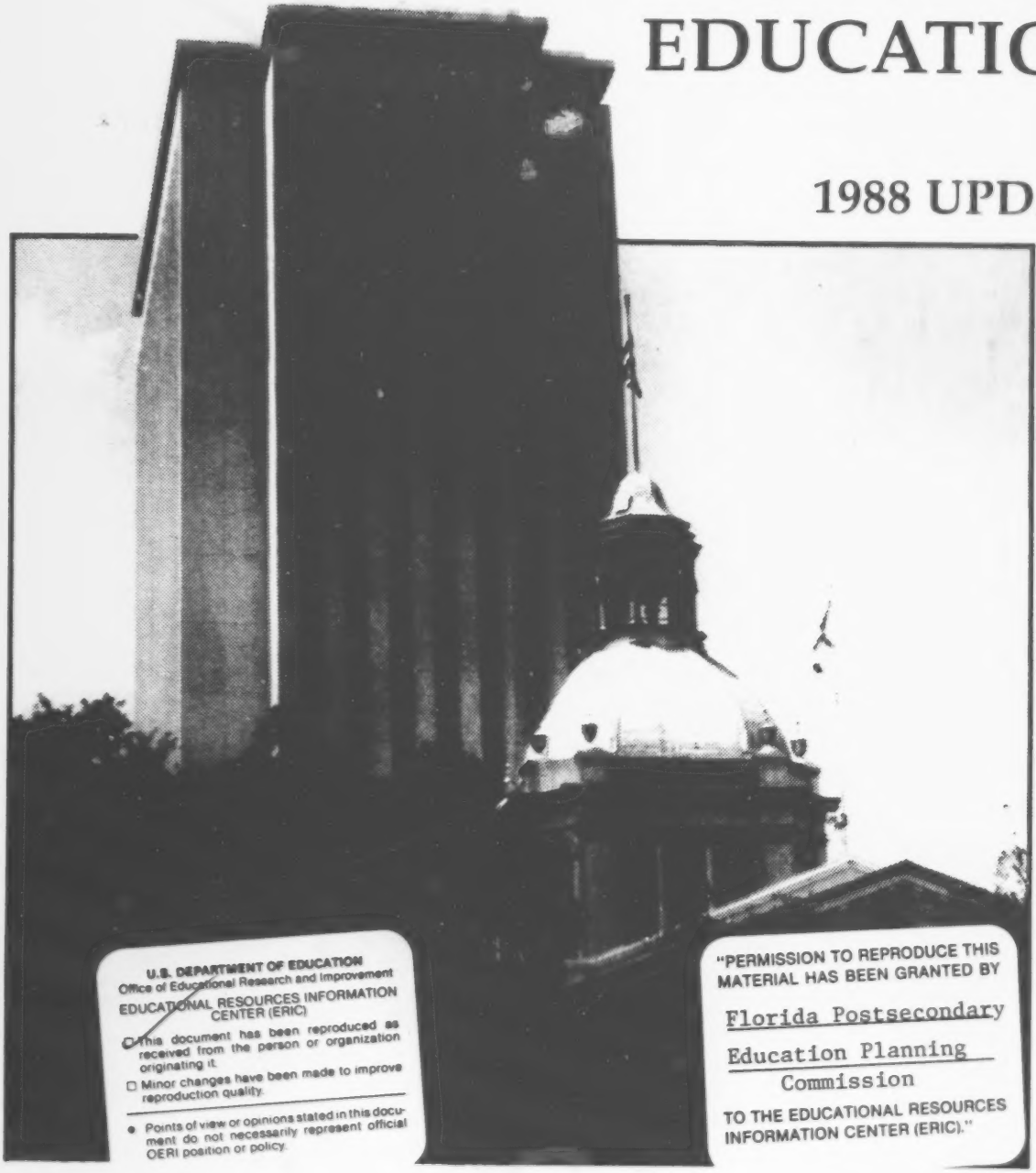
THE MASTER PLAN FOR FLORIDA POSTSECONDARY EDUCATION

1988 UPDATE



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Report and Recommendations of the Postsecondary Education Planning Commission

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The Postsecondary Education Planning Commission, initially created by executive order in 1980 and subsequently given statutory authority, serves as an advisory body to the State Board of Education on all postsecondary education matters. The Commission is composed of 11 members of the general public and one full-time student registered at a postsecondary education institution in Florida. Members are appointed by the Governor with the approval of three members of the State Board of Education and subject to confirmation by the Senate.

The major responsibility of the Commission is preparing and updating every five years a master plan for postsecondary education. The enabling legislation directed that the Plan "shall include consideration of the promotion of quality, fundamental educational goals, programmatic access, needs for remedial education, regional and state economic development, demographic patterns, student demand for programs, needs of particular subgroups of the population, implementation of innovative educational techniques and technology, and the requirements of the labor market. The capacity of existing programs, in both public and independent institutions, to respond to identified needs shall be evaluated and a plan shall be developed to respond efficiently to unmet needs."

Other responsibilities include recommending to the State Board of Education program contracts with independent institutions; advising the State Board regarding the need for and location of new programs and branch campuses of public postsecondary education institutions; reviewing public postsecondary education budget requests for compliance with the State Master Plan; recommending to the Commissioner of Education proposals for support through the Postsecondary Cooperation Trust Fund; and periodically evaluating the State's 28 regional coordinating councils for vocational education, adult general education and community instructional services.

Further information about the Commission, its publications, meetings and other activities may be obtained from the Commission office, 304 Knott Building, Department of Education, Tallahassee, Florida, 32301; telephone (904) 488-7894.

POSTSECONDARY EDUCATION PLANNING COMMISSION

Master Plan for Florida Postsecondary Education

1988 Update

February 25, 1988

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EXECUTIVE SUMMARY

The **Master Plan for Florida Postsecondary Education**, published in November, 1982, was developed at the request of the Legislature (Section 240.147, Florida Statutes) to provide overall direction for the achievement of excellence in Florida postsecondary education. Because changes in education require substantial time to complete, the Plan extended its evaluation of needs and recommendations for action to the year 2000. The Plan represented the first major statement of the Postsecondary Education Planning Commission and has been followed by a series of Master Plan supplements, studies, and research projects on almost every aspect of postsecondary education.

This document is the first five-year Update to the Master Plan. It is not intended to be a replacement for the original Plan. Overall the basic assumptions and principles in the Plan remain as true and on target today as when they were first set down. Instead, the Update has been viewed as an opportunity to reflect on the original Plan and the actions which it precipitated, to refocus on the priorities underscored by the Plan and progress made in their attainment, and finally to renew existing efforts along with whatever refinements or new initiatives are needed to attain excellence in Florida postsecondary education. Part I of the Update includes current and projected information on demographic and enrollment patterns in Florida. Parts II and III address specific issue areas, many of which were contained in the original Plan. The Update is not exhaustive in this review, instead, attention is selectively focused on those areas which the Commission feels must be kept in the forefront as priorities. While the past five years of experience and activities of the Commission have contributed to the Update, the formal process began in the summer of 1987. A series of issue papers was circulated and followed by discussion at public hearings held in connection with Committee meetings and full Commission meetings beginning in August. Other forms of input have included a statewide student survey and assistance from an external consultant with a nationwide perspective on master planning for postsecondary education.

Following is a summary of the recommendations contained in the Update:

STRENGTHENING ORGANIZATION, COORDINATION, AND MANAGEMENT

Distinctive Institutional Roles

1. **Each institution, with appropriate direction from governing and coordinating boards, should make clear its priorities so that its areas of strength are pronounced. The roles of different institutions should be coordinated so that, taken together, they meet important state needs and reflect a cost-effective use of state resources. This would limit unnecessary duplication and use the full range of postsecondary education resources in both the public and independent sectors.**

2. **Given its past effectiveness and potential in the future, the important role played by Florida's Two-Plus-Two System should continue to be recognized and reinforced. The Community**

College System should remain the primary point of access for students pursuing a baccalaureate.

Coordination and Cooperation in Using Resources

Enhancing the Contribution of the Independent Sector

1. Independent Colleges and Universities of Florida (ICUF) and Florida Association of Accredited Private Schools (FAAPS) should continue to provide a voice for independent postsecondary institutions and encourage quality education programs within the private sector.

2. Contracting with independent institutions for existing academic programs should continue to serve the State as a cost effective and efficient mechanism to provide needed educational opportunities by taking advantage of independent institutions' prior investments and avoiding duplicative start-up costs.

3. The annual renewal evaluation of a contract by the Commission should continue to allow the State to maintain flexibility and adjust levels of services which reflect changing volume of need. The comprehensive five-year review of an existing contract (by the Department of Education with the assistance of the Commission and an expert consultant) should examine to what extent educational and demographic conditions have changed and whether the individual contract is still needed.

4. The Board of Regents should continue to assure that new programs submitted for approval by state universities do not needlessly duplicate existing contract programs or other successful efforts in the independent sector. The recognition of academic program contracts with independent institutions must continue to be a significant part of the program approval process conducted by the Board of Regents, especially with regard to educational needs in Southeast Florida.

5. Independent institutions seeking state support to start-up highly selective academic programs should follow procedures similar to those used for existing academic program contracts. Such factors as employer and student demand, and adequacy of resources must be considered. Proposal review by the Commission should include an analysis of start-up program costs in the independent institution in comparison with similar public sector programs.

6. The Department of Education should take measures to ensure increased communication and cooperation between the State Board of Independent Colleges and Universities (SBICU) and the State Board of Independent Postsecondary Vocational, Technical, Trade and Business Schools (SBIPVTTBS). The rule relating to dual licensure which was initially drafted in 1984 should be adopted

and implemented promptly. In addition, the rule making authority granted to the SBICU in 1987 should be monitored to determine if modifications are warranted.

7. Both state licensing boards should cooperate to develop a single comprehensive database for all licensed independent postsecondary education institutions in Florida, proprietary and collegiate. The boards should continue to develop, in conjunction with the Department of Education, the Commission, and other potential data users a uniform instrument or series of instruments to collect data from all independent institutions licensed by the State of Florida. Information collected through this process should be comparable with information reported by public postsecondary institutions. The SBIPVTTBS and the SBICU should cooperatively identify the resources and procedural modifications necessary to permit an assignment of responsibility for all independent institution data administration to a single board.

8. A student protection plan for the State of Florida should be established by the Legislature to protect students from deceptive, fraudulent or substandard educational practices of any independent postsecondary institution.

9. The Tuition Voucher Program should continue to be the State's primary mechanism for supporting a strong independent postsecondary presence in Florida. In addition, the State should support a limited matching endowment program for those independent institutions which participate in the Tuition Voucher Program. Guidelines for the program should be comparable to those established for existing endowment and matching programs available to public postsecondary institutions. After three years, the Commission should evaluate the effectiveness of this strategy.

Enhanced Linkage of Postsecondary Education to Economic Development

1. The Trust Fund for Postsecondary Education Cooperation established by the 1983 Legislature "to reward institutional creativity and initiatives in assisting student articulation and in cooperation with local business and industry" should be continued. The State Board Rule which provides the guidelines for the Trust Fund should be modified as follows:

   - State funding of regional consortia should be limited to four years. The first year grant for all business/industry projects should require no match. In the second year, a 25 percent match from industry should be required; the third and fourth years should require a 50 percent match. At least half of the annual matching contribution should be in the form of direct support and not in-kind services.

- Commencing with the 1989 Legislative Session, the proposal review cycle should be altered. The Legislature should appropriate a lump sum for the Trust Fund, and the proposal review process should be completed by the Commission with recommendations submitted to the Commissioner of Education by October 1st of each year.

- The annual evaluation component of each project supported through the Trust Fund must include cooperative agreements with specific outcome criteria.

- Annual awards to Trust Fund recipients should be limited to $75,000, and the total amount of state funds to any individual project should not exceed $200,000.

2. The Commission supports the thrust of the Florida Education and Industry Coalition's recommendations as they relate to coordination of business/industry and postsecondary educational initiatives.

3. To maintain their usefulness, the Florida Research Profiles must remain current and should be updated biannually by the Southern Technology Applications Center through funds provided by the State.

4. The Department of Education should recognize ACCESS -- The Education Clearinghouse for Economic Development -- as the primary source for information on all programs which provide linkage between education and business/industry. ACCESS can and should serve as a major resource to the newly created Office of Business and Education Partnerships in the Department of Education.

5. Before budget appropriations are requested by the Department of Education for training programs for a specific industry, evidence must be provided that a program review or other comprehensive analysis has been conducted of the training needs in that area by both the educational and business sectors.

6. Educators and industry should continue to develop specific arrangements which promote the following goals:

   - A greater use of adjunct faculty from business and industry.

   - More assistance by industry in upgrading the skills of faculty.

   - More apprenticeships, on-the-job cooperative training of students and retraining for faculty. These work-study and apprenticeship models offer students and faculty an opportunity to earn money and to familiarize themselves with the workplace. They help to produce better-motivated

individuals, to update skills, and to create substantial savings to the schools.

- Greater sharing of equipment and technical assistance between education and industry.

7. The advisory council concept should be maintained and strengthened. Decisions regarding appointments to councils should be shared between business representatives and educators.

8. An extensive analysis of the effectiveness of the current education/industry programs and the potential for any consolidation of existing programs should be completed prior to creating any additional programs which link business/industry and postsecondary education. The Department of Education and the Commission should bring together key representatives from the identified industries, chambers, educational sectors, the Educational Clearinghouse, Florida Education and Industry Coalition, and Governor's office to develop a coordinated plan that outlines the future of economic development in Florida. The plan should address the need for consolidation and coordination, adequacy of funding initiatives, and policies and rules affecting economic development.

9. The Department of Education should promote the use of the State Satellite Network and continue to explore the application of telecommunications and other technology for inservice training and other educational purposes.

10. In carrying out its responsibilities, the Department of Education's Office of Business and Education Partnerships should coordinate with the Commission, the Department's Postsecondary Education Policy Unit, the Florida Education and Industry Coalition, and the respective coordinating and governing boards to ensure that K-12 and postsecondary education efforts to link with business and industry are coordinated.

Financing and Evaluation

Improving Program Review Procedures

1. A program review coordinating conference should be held annually by the Postsecondary Education Planning Commission and co-sponsored by the three public postsecondary systems charged with conducting reviews: the Board of Regents, the State Board of Community Colleges, and the Division of Vocational, Adult and Community Education.

2. Public and independent regulatory and quality assurance organizations should place emphasis on the desired outcomes of

postsecondary education programs and avoid unnecessary or excessive entanglement in the administrative and academic decisions required in such programs.

3. In an effort to avoid duplication and reduce costs, the State governing and coordinating boards should adopt a policy which strongly encourages institutions to seek collaboration among regional and specialized accrediting associations in an effort to implement the COPA guidelines on interagency cooperation and, to the extent possible, coordinate visitations by accrediting agencies to each institution. In a coordinated visit, the number of representatives for each accrediting agency should be reduced.

4. The Board of Regents and State Board of Community Colleges should promote the adoption of a common data base by encouraging use of the Common Language Handbook for Postsecondary Accreditation developed by COPA in the program review, institutional licensure, and accreditation processes.

5. The Board of Regents, the State Board of Community Colleges and the Division of Vocational, Adult and Community Education should explore the possibility for cooperative visitations with specialized accrediting agencies. A state policy on the linkage between the program review process and specialized accreditation should be developed by each sector. The institutional self-study and most recent specialized accreditation report should be incorporated as a integral part of the program review process for all programs.

6. The program review process in each public sector should be further enhanced to permit reviews which are periodically conducted on an "exception" basis to concentrate resources on programs of greatest need.

Student Tuition and Financial Aid Policy

1. The Board of Regents should continue to assess its tuition indexing methodology to assure that its students are contributing an appropriate share of the cost of their education in comparison with other postsecondary institutions in Florida and elsewhere.

2. The State Board of Community Colleges should adopt an indexing policy to assure that its students will contribute an equitable amount toward their educational costs. However, fees charged by the community colleges, the primary point of access to public postsecondary education in Florida, should not exceed those assessed in the state universities.

3. Increases in the level of the Tuition Voucher should be provided as necessary to prevent further growth in the tuition

differential between the public and independent postsecondary sectors in Florida.

4. The residency requirement for Florida student financial aid eligibility should be consistent with the definition of student residency established in S.240.1201, Florida Statutes, which requires students to maintain a bona fide domicile in the state for purposes other than education for at least 12 months immediately prior to qualification.

5. The Legislature should continue to support the phased increase in the Florida Student Assistance Grant to fully address the needs of eligible applicants. An allocation procedure which provides awards to students with the fewest resources should be maintained without guaranteeing a specific percentage of the available funds for any one sector.

6. The $1200 cap for FSAG awards to students in the independent sector should be increased to reflect the increase in educational costs since the program's inception in 1972, but only to the extent that additional funds are provided by the Legislature for this purpose.

7. The financial aid needs of part-time students should be addressed through student aid fee revenues and other sources available at the institutional level. Use of student aid by part-time students should be monitored by the community colleges and state universities in cooperation with the Office of Student Financial Assistance to determine if additional funds are needed for part-time students.

8. No additional financial assistance programs for prospective teachers should be established until an assessment of the effectiveness of the current programs and the potential for any consolidation of existing programs is completed by the Department of Education.

9. Establishment of a vocational grant program should be based on documentation of the unmet need of students who have been denied access to public vocational programs due to the insufficient availability of financial aid. Eligibility criteria for the program should be comparable to that for the existing Florida Student Assistance Grant Program and consistent with the guidelines outlined in the Master Plan Supplement, State Student Financial Aid Policy.

10. Sector boards and individual public and independent postsecondary education institutions should assure that cooperative education opportunities are supported to provide all students an opportunity to benefit from this educational strategy.

11. State funding should be provided for the continued development and expansion of the financial aid component of the CHOICES system. Efforts to promote awareness of the availability of this resource should be expanded.

12. The unit record management information system currently being developed by the State Board of Community Colleges should include provisions for the collection and maintenance of student financial aid data comparable to that currently available through the Board of Regents for the State University System.

13. The Office of Student Financial Assistance should place priority on continuing the progress made to date in the development of a comprehensive data base for strategic financial aid planning.

STRENGTHENING EDUCATIONAL PERFORMANCE AND PROCESS

Strengthening Undergraduate Education

1. The Department of Education should review the current statewide assessment programs to determine if there is congruence between the skills level and the student population being tested, if the state and local testing programs are supportive of one another rather than duplicative, and if the K-12 and postsecondary programs form a well-integrated assessment system.

2. Admission and recruitment officers in Florida should establish and review periodically an updated code of ethics concerning public relations and recruitment procedures.

3. The public and independent colleges and universities in Florida should review the information they provide concerning student's test scores and revise their catalogs, if necessary, to more fully disclose their student body profile.

4. In cooperation with the State Board of Community Colleges and Board of Regents, the Postsecondary Education Planning Commission should undertake an assessment of the general education curriculum in Florida's public community colleges and state universities with particular regard to implementation of State Board Rule 6A-10.030, FAC, and other state policies. The assessment should include the program review efforts already underway and all other pertinent information.

5. The State of Florida should continue its support for the activities of national and regional education agencies such as the Southern Regional Education Board in advocating for a proportionate balance between institutional autonomy and specialized accrediting association prescriptions.

6. The State Board of Community Colleges and Board of Regents, in cooperation with counselors and other institutional personnel should take the lead in developing materials to explain to students the advantages and disadvantages of narrow specialization at the undergraduate level as well as the long range benefits of liberal arts education.

7. The State Board of Community Colleges and the Board of Regents should provide for the periodic analysis of grading patterns and other measures of student progress on a systemwide basis.

8. Awaiting the results of studies currently in progress, the Commission recommends retaining the 1989 standards for the College Level Academic Skills Test.

9. The Legislature should earmark a portion of the undergraduate education improvement funds for the use by universities and community colleges in developing and operating programs that would provide assurance and demonstration that college students are leaving the undergraduate programs with a broad understanding of the world around them, an ability to integrate their academic coursework in a manner meaningful to their lives, and other learning outcomes consistent with established educational goals of each institution.

10. The importance of quality teaching in the undergraduate program needs to be established. Strategies should include rigorous assessment of teaching effectiveness as part of faculty evaluation, promotion decisions and tenure decisions; emphasis on pedagogical instruction in graduate programs preparing students for academic careers; and, state-level recognition of exemplary teaching through increased funding of the Faculty Award for Excellence in Education program.

11. The Board of Regents should provide guidelines for each of the state universities for the development of an outcome assessment program to be applied to a representative sample of their graduating classes. The examinations should be comprehensive and include external examiners. The data should be used for institutional comparisons among universities and longitudinal analysis within one institution. The purpose of the program would be for assessing the effectiveness of institutions rather than individual students.

12. The Commission should monitor the implementation of the Student On-Line Advisement and Articulation System (SOLAR) and the Student Academic Support System (SASS) to assure that the needs of students are being met and that the programs develop in a coordinated manner.

Strengthening Graduate Education

1. The contribution of Florida's universities to both basic and applied research should continue to be recognized and reinforced by the Cabinet and the Legislature. A renewed emphasis on both inter-disciplinary and inter-institutional collaboration should promote the emergence of Florida as a state of distinction in numerous graduate and research fields.

2. The Board of Regents and the High Technology and Industry Council have effectively enhanced and expanded current research initiatives and should continue to remain vigilant with regard to the need for advanced programs and new disciplines relevant to the state.

3. Emphasis should continue to be placed on providing competitive salaries to attract and retain the best research and teaching faculty, and sufficient financial aid for graduate student support.

4. The new program approval and program review processes should continue to serve as the monitoring mechanisms to determine if the State has too many or too few graduate programs. These processes must be sensitive to the number of graduate programs offered to accommodate student, employer, and societal demands. New graduate education programs should be carefully planned and responsive to demonstrated need. Existing graduate programs should be reviewed through the coordinated program review process, and programs should be strengthened when warranted. When the demand for an existing program is slight, support for weak programs should be discontinued.

Strengthening Teacher Education

1. Teacher education should be a university-wide responsibility. Each university should acknowledge responsibility for teacher preparation as an important segment of its educational activities, provide for university-wide coordination of teacher education, and set standards for improving the quality of teacher training programs as well as establishing goals for increasing the number of teachers being prepared. Coordination and articulation with feeder community colleges should be continually reinforced to assure the smooth transfer of community college students interested in teaching.

2. The alternative certification program enacted by the 1984 Legislature should be promoted on each campus by university administrators and faculty as well as by the Commissioner of Education's office and school districts. Awareness and training workshops on the program and its benefits should be held on college campuses and in school districts. An analysis should be conducted by the Department of Education in

cooperation with the Postsecondary Education Planning Commission, to determine whether the 90 clock-hour requirement currently mandated by the Department of Education is needed for all candidates, regardless of their prior teaching experience and performance in the classroom.

3. University campuses should implement strategies to attract college students majoring in liberal arts disciplines into teaching such as the creation of a teacher recruitment office within the College of Arts and Sciences.

4. A multifaceted approach should be implemented to recruit minority teachers including:

   - College reach-out programs should be expanded to accentuate the need for minority teachers;

   - Future Educator of America Clubs in public schools and community colleges should focus on the value of teaching as a profession for minorities, while giving minority students a chance to participate in tutoring efforts;

   - The "Chappie" James Most Promising Teacher Scholarship Program and other state teacher scholarship and loan programs should expand their emphasis to attract additional academically talented and highly motivated minority students to full-time teaching;

   - Each College of Education should expand strategies for increasing minority faculty and the number of minority students enrolled on campus;

   - Each college of education should initiate or expand communication and articulation efforts with feeder community colleges to facilitate recruitment of minority students; and

   - The Department of Education's Teacher Recruitment Office should initiate efforts to recruit minority professionals into the teaching profession for two to four years via the alternate certification and loan forgiveness programs.

5. To enable elementary education majors to have broad preparation in liberal studies during the four-year undergraduate sequence, elementary education baccalaureate programs should require no more than 48 hours in education coursework. Elementary education programs should not be expanded to five-year programs to accommodate current education courses and increased coursework in liberal studies.

6. The Council of Academic Vice Presidents of the State University System should provide evidence that service to public schools is being recognized in promotion and tenure decisions at state

universities as required in Section 240.245 (2), Florida Statutes.

Enhancing Florida's Role in International Education

1. Foreign language instruction in Florida should be increased at the elementary levels and offerings at the secondary and postsecondary levels should be expanded and improved so that a comprehensive and integrated foreign language instructional system is in place at all levels of education, as proposed by the Foreign Language in Florida Project.

2. Further development and expansion of international education resources and activities at Florida's public and independent colleges and universities should take place at institutions best suited to develop high quality programs. Interinstitutional duplication should be avoided.

Strengthening Vocational Education

1. As long as Florida's dual delivery system for vocational and adult education continues, the regional councils should be viewed as a communication and coordination mechanism for the local education agencies and other community resources in each region. The role of the councils should be clarified to avoid unnecessary involvement in the routine administration of the programs they oversee. The councils should continue to be provided the resources and support necessary to function effectively.

2. Full implementation of the program leveling procedures developed by the Department of Education should begin by July 1, 1988. All programs offered in 1989-90 and beyond shall be reported consistent with these procedures.

3. Full state support for continued implementation of the Occupational Identifier Project should be provided to ensure availability of an objective, efficient means for determining placement of vocational and other program completers.

4. Other measurable outcomes of vocational education should be identified and systematically monitored by the Department of Education to avoid over reliance on placement in program evaluation and funding decisions.

5. The Commission believes that vocational education in the K-12 system should be focused on basic skills as well as exploratory activities with a corresponding de-emphasis on training related to the skills, tools and technologies of specific occupations.

6. The pilot program on the quality of secondary vocational education being initiated in Florida and other states by the Southern Regional Education Board should be closely monitored to identify statewide applications and implications regarding the effective delivery of vocational education at the secondary level.

7. The Legislature and the State Board of Education should ensure adoption of a reasonable fee range for comparable vocational programs at the postsecondary level offered by school districts and community colleges. Once parity in fees is reached, future adjustments should be indexed to average prior year expenditures or some other measure which will permit students, institutions and the State to plan on expected fee levels. Any increases in fees should be accompanied by provision of the financial assistance necessary to assure access by students with limited resources.

Enhancing the Participation and Academic Performance of Minority and Disadvantaged Students in Florida Postsecondary Education

1. A two-tiered funding approach should be developed for the College Reach-Out Program which would allow for base-level programmatic funding as well as incentive funding for institutions that have documented increases in the college-going rate among students in their target population.

2. The Department should modify its annual teacher supply and demand report to include data by race and ethnicity.

3. The State should continue to support initiatives to enhance minority participation in health professions education; however, these recruitment and retention programs should be carefully monitored to assess their efforts on the progress of racial/ethnic minorities from enrollment to graduation.

4. The Department of Education Inter-Sector Task Force on Placement Testing should raise the cut-off scores for such tests if data indicate that at current levels students are not able to attempt college-level work with reasonable expectation of success.

5. In addition to continued basic institutional support, the State should develop guidelines for special program funds to be linked to improved passage rates of CLAST by minority students. The funding should include consideration of the demographic mix of the respective population served by the institution, the number and percentage of minority and disadvantaged students who attempt and who pass CLAST as well as improvement over time, and other factors such as completion of program requirements and transfer to other postsecondary institutions.

6. Extended periods of time should be made available on CLAST retake administrations for students who indicate a need for more time.

7. Conferences sponsored by feeder community colleges and four-year schools should be held annually to provide students with the opportunity to meet faculty and student support personnel and to discuss academic curricular planning, financial aid and other student concerns prior to enrolling at a particular college or university.

Disabled Student Access

1. The Auxiliary Learning Aids Program should continue to serve as a primary resource for assuring disabled student access to postsecondary education. Funding for the program should be adjusted as needed to address the growing number of students served as well as any increase in costs of accommodations for individual students.

2. Results of the College Level Academic Skills Test should include analysis of the performance of students with disabilities to determine the effectiveness of existing procedures and the need for any additional accommodations or modifications.

3. Site monitoring by the Department of Education, the Board of Regents, and the State Board of Community Colleges in connection with implementation of the Educational Equity Act should include a review of statewide testing procedures to assure institutional consistency in test administration and the provision of any accommodations for students with disabilities.

Improving Programs for Adult Populations

1. As part of the Florida Literacy Plan, the Department of Education should formally adopt a program which incorporates curriculum frameworks and student performance standards to provide the instructional guidance necessary to ensure that adult basic education students receive instruction of the highest quality. The program should consist of appropriate measures of evaluation upon entry and exit as well as other accountability procedures such as evidence of student progress through adult education programs to ensure program quality.

2. The Department of Education should continue efforts to develop common criteria for data collection with other agencies on limited English proficient (LEP) students. Information should be gathered on the educational attainment level, native language, and level of language proficiency of Florida adult LEP students.

3. **The Department of Education should establish minimum standards of quality for instruction which recognize the unique barriers speakers of other languages confront in learning to read, write, and compute. Appropriate use should be made of assessment instruments and instructional strategies for student placement, program planning, and delivery of programs to students with limited English proficiency.**

4. **The Department of Education should carefully monitor the lifelong learning program to determine whether modifications are required to meet the educational needs of older adults and other individuals previously addressed through the Community Instructional Services (CIS) program. Programs which tap the wealth of experience available from retirees and other older adults in Florida should be encouraged in order to capitalize on this significant resource.**

ISSUES FOR THE FUTURE

In concluding the Update the Commission raises several issues which will merit further attention in the near future, including: the content of textbooks and other curricular materials in Florida public schools - the major source of students entering postsecondary education; the organizational structure of public postsecondary education in Florida, with particular attention to the future evolution of the existing community college/university joint-use facilities; and finally, the need for a long range strategy for the overall support of overall Public Education Capital Outlay needs.

The update process has presented an opportunity to step back and assess the impact of individual strategies and policies within the overall context of postsecondary education in Florida and the nation. Much as been accomplished and much remains to be done. In the future, as in the past, excellence in our system of postsecondary education will be achieved in direct proportion to the efforts and commitment of all involved.

INTRODUCTION

> We call attention to the major responsibility placed upon education for making certain that our citizenry at all ages are prepared to cope with an even more complicated and challenging future. World peace, economic stability, continuing search and discovery, individual growth with its accompanying sense of research--these will come to pass only when education poses enlightened and enterprising questions to youth and motivates their continuing curiosity to learn throughout adulthood. Education, viewed in this context, becomes far more than an annual expenditure item of budgeting; it is an all-important investment to guarantee a strong, skillful, and humane people. Support for education should be seen as an investment whose principal is repaid many times in the future, not just in terms of increased tax revenues but, more important, in terms of more enlightened citizenship and a better society. Few governmental expenditures can claim the long-term, pervasive effects as those for education, whose results last for lifetimes.

These words concluded the preamble to the first **Master Plan for Florida Postsecondary Education** published in November, 1982. The Master Plan was developed at the request of the Legislature (Section 240.147, Florida Statutes) to provide overall direction for the achievement of excellence in Florida postsecondary education. Because changes in education require substantial time to complete, the Plan extended its evaluation of needs and recommendations for action to the year 2000. The Plan represented the first major statement of the Postsecondary Education Planning Commission and has been followed by a series of **Master Plan** supplements, studies, and research projects on almost every aspect of postsecondary education.

The pages which follow represent the first five-year Update to the **Master Plan**. This is not intended to be a replacement for the original document. Overall the basic assumptions and principles in the Plan remain as true and on target today as when they were first set down. Instead, the Update has been viewed as an opportunity to reflect on the original Plan and the actions which it precipitated, to refocus on the priorities underscored by the Plan and progress made in their attainment, and finally to renew existing efforts along with whatever refinements or new initiatives are needed to attain excellence in Florida postsecondary education. While the Update generally addresses the issue areas contained in the original Plan it is not exhaustive in this review. Instead, attention is selectively focused on those areas which the Commission feels must be kept in the forefront as priorities. With 60,000 new students entering Florida public schools each year the preparation and recruitment of qualified teachers remains a critical challenge. Likewise maintenance of a strong independent sector and a balanced approach to meeting the State's economic development needs through postsecondary education merit attention in the Update. In the areas of finance and evaluation, the Update addresses improvement in the program review procedures now in place as well as student tuition and financial aid policies. Florida's commitment to access and its changing demography demand a renewal of commitment to the needs of minority, disadvantaged and disabled students at the postsecondary level. The Update addresses these areas while retaining an emphasis on the need for quality at both the undergraduate and graduate levels. Since publication of

the original Plan Florida's numerous activities in the international education arena have evolved which have enabled the State to emerge as a national leader. This development is recognized in the Update. Finally, salient issues regarding the coordinated delivery of vocational and adult education are reviewed.

While the past five years of experience and activities of the Commission have contributed to the Update, the formal process began in the summer of 1987. A series of issue papers has been circulated and followed by discussion at public hearings held in connection with Committee meetings and full Commission meetings beginning in August. Other forms of input have included a statewide student survey and assistance from an external consultant with a nationwide perspective on master planning for postsecondary education.

PART I

DEMOGRAPHIC AND POSTSECONDARY ENROLLMENT PATTERNS IN FLORIDA

DEMOGRAPHIC AND POSTSECONDARY ENROLLMENT PATTERNS IN FLORIDA

An early step in the process in the development of the 1982 **Master Plan** was to collect and analyze current and accurate demographic, educational, social, and economic data about the state. The data was used by the members and staff of the Postsecondary Education Planning Commission in carrying out their planning responsibilities. The information compiled was also provided to both the state university system and the community college system for use in the development of their respective master plans. This coordinated approach worked well and the Board of Regents and the State Board of Community Colleges agreed to a similar process in the preparation of the Update.

This section revises the original data base with the most recent available information describing the distribution and selected characteristics (race, sex and age) of Florida's population from 1980 to the year 2000. Current enrollment patterns by type of postsecondary education and sector are also provided. As with the original data base, the primary sources of this information are the Bureau of Economic and Business Research at the University of Florida and the U.S. Bureau of the Census. The Commissioner of Education's Office of Strategy Planning and Management Information Systems assisted greatly in the compilation and display of this information.

For the purposes of this document, collegiate education consists of college transfer programs (advanced and professional) at 28 public community colleges, and all programs at nine state universities and 24 independent colleges and universities eligible to participate in the State Tuition Voucher Program. Only credit-producing programs at these institutions are included.

Vocational education includes occupational programs offered at public community colleges as well as Adult Preparatory and Adult Supplemental programs offered by the 67 Florida public school districts. These programs may or may not produce academic credit. Community college programs leading to an Associate of Science (AS) Degree are included in the category of vocational education.

The data used in the development of the 1982 **Master Plan** was aggregated based on the five reporting regions developed by the Commissioner of Education. Unfortunately these resulted in some community college districts being split between two regions. For purposes of this updated analysis the five regions have been modified slightly by the shifting of seven counties (Hamilton, Lafayette, Suwannee, Flagler, Collier, Hendry, and Martin) to avoid dividing the areas served by the 28 community colleges and regional coordinating councils. This revised configuration is displayed in Figure 1. Demographic and postsecondary enrollment data are displayed by these regions, with one exception. High school graduation data is routinely reported in the Department's Five Reporting Regions (Figure 2) and is presented in that format in this section.

Population

In 1985, 11,287,932 persons resided in Florida. It is now the fourth largest state in the nation (up from seventh in 1981) and by the year 2000 is expected to be the third largest behind New York and California with a population of

Figure 1

POSTSECONDARY EDUCATION PLANNING COMMISSION
FLORIDA REGIONS
MASTER PLAN UPDATE

FLORIDA REPORTING REGIONS

PANHANDLE
BAY
CALHOUN
ESCAMBIA
FRANKLIN
GADSDEN
GULF
HOLMES
JACKSON
JEFFERSON
LEON
LIBERTY
MADISON
OKALOOSA
SANTA ROSA
TAYLOR
WAKULLA
WALTON
WASHINGTON

CROWN
ALACHUA
BAKER
BRADFORD
CITRUS
CLAY
COLUMBIA
DIXIE
DUVAL
FLAGLER
GILCHRIST
HAMILTON
LAFAYETTE
LEVY
MARION
NASSAU
PUTNAM
ST JOHNS
SUWANNEE
UNION

EAST CENTRAL
BREVARD
INDIAN RIVER
LAKE
OKEECHOBEE
ORANGE
OSCEOLA
SEMINOLE
ST LUCIE
SUMTER
VOLUSIA

WEST CENTRAL
CHARLOTTE
DE SOTO
GLADES
HARDEE
HERNANDO
HIGHLANDS
HILLSBOROUGH
LEE
MANATEE
PASCO
PINELLAS
POLK
SARASOTA

SOUTH
BROWARD
COLLIER
DADE
HENDRY
MARTIN
MONROE
PALM BEACH

Figure 2

15,231,027. In 1980, 85.4% of Florida's population was white, 13.8% black and 8.8% Spanish origin (Table 1). Available data indicates that between 1980 and 1985 Blacks had registered a slight decline in their share of the total population from 13.8% to 13.6% (Table 2).

The data used for the original **Master Plan** projected a slight decline in blacks in proportion to the total population, from 13.8% in 1980 to 12.5% in 2000. More recent data (Table 3) indicates that blacks will represent 16% of the State's population in 2000. The South region is expected to be the greatest contributor to this increase both in terms of growth rate and absolute numbers. Statewide, blacks are expected to grow by over 710,000 between 1985 and 2000 with the school-aged population below 18 and the 25-44 group collectively contributing over 70% of this increase.

Hispanic population figures will not be updated by the Census until 1990. However, the Metro-Dade Planning Department has developed projections through the year 2000 (Table 4). Since, in 1980, 68% (581,000) of Florida's Hispanic residents lived in Dade County, these projections are relevant to the growth of the overall Hispanic population in the state. In 1980 Hispanics accounted for 35.3% of the Dade County population. This proportion is expected to increase to 48.8% by the year 2000. Conversely, in the year 2000 non-Hispanic Whites are expected to comprise 31.3% of the county population, down from 47.7% in 1980.

Florida continues to be the oldest state in the nation as measured by the median age of the populace. In 1985, the median age in Florida was 34.7 years, compared to a national median age of 30. Persons 65 and older represented 18.5% of the population in 1985 and are expected to represent 20.6% in the year 2000 (Table 5). The Panhandle, Northeast, and East Central regions of the state will see the greatest percentage growth in adults 65 and older, while the largest increase in absolute numbers is expected to occur in the Southwest region. The traditional college age population (18-24) will remain stable through the end of the century (Figure 3).

Enrollment Patterns

Collegiate Education Enrollment

During the Fall of 1985 more than 329,000 students were enrolled in collegiate credit courses at Florida public and independent colleges and universities, an increase of 9.3 percent over Fall of 1980. The greatest percentage of these were enrolled in the nine state universities (43.1%), followed by the 28 public community colleges (36.7%). The 24 independent colleges and universities which are eligible to participate in the State Tuition Voucher Program enrolled 20.2% (Table 6). By statute (S.240.401 F.S.), these independent institutions must be non-profit, accredited, baccalaureate-granting, and their credits must be acceptable without qualification for transfer to state universities.

Racial and ethnic information on students while incomplete is available for most students in each sector. Based on available data, white students comprise a slightly larger proportion of total enrollment in the State University System (SUS) (79.0%) than in the community colleges (76.9%) or the

independent sector (70.4%). Since 1980 the proportion of black students in each of the three sectors has declined slightly, a reflection of the national trend. Hispanic representation has increased in the public sector while decreasing less than a percentage point in independent institutions. White enrollment in all three sectors is particularly predominant in the East Central and Southwest, regions in which whites also comprise the highest proportion of public school enrollment (Table 7). In South Florida only 56% of community college enrollments are white non-Hispanic. Independent colleges and universities in Southwest Florida are the most predominantly white in terms of percentage of independent enrollments (89.6%) (Table 6).

Black enrollments are a greater percentage of independent (11.0%) than community college (8.3%) or SUS (8.1%) enrollments, although much greater numbers of black students are served in the public sector. Black state university enrollments are particularly high in the Panhandle, because of Florida A & M University, and particularly low in East Central and Southwest Florida, again reflecting K-12 enrollment proportions. In the public community college and independent sectors, black participation is highest in the Panhandle and Northeast, 10.9% and 21% respectively. This latter figure is affected by the presence of two historically black independent institutions in this region of the State. Overall, Fall 1985 collegiate enrollment in Florida was 76.5% white, 8.8% black, 9.6% Hispanic, with the remainder either Asian/Pacific Islander or Native American. Comparison of these percentages with the proportions of 1985-86 high school graduates by race/ethnicity (Table 8) suggests that whites and Hispanics are represented in the collegiate population at a higher rate than in the general population, while blacks are substantially underrepresented. Hispanic enrollment in all sectors is consistently concentrated in South Florida.

Student attendance status has also changed materially. In 1980, 60.2% of Florida students in all three collegiate sectors attended school full-time; by 1985 the proportion had dropped to 56.2%. Between 1980 and 1985 the proportion of full-time students in the SUS, public community colleges, and independent sectors decreased from 65.9% to 60.0%, 46.7% to 43.0%, and 76.9% to 72.0% respectively.

The number of high school graduates declined between 1981 and 1986 in all five regions, with the largest loss recorded in the Panhandle (-14.3%) (Table 9). Statewide, the number of graduates decreased by 8.2%. Projections indicate a modest increase between 1986 and 1991 followed by a smaller growth rate (1.7%) by 1996 and a sharp increase (25.5%) between 1996 and 2001. It should be noted, however, that while the number of high school graduates declined between 1981 and 1986, collegiate enrollments in the State University System and independent colleges and universities increased between 1980 and 1985, and declined very slightly in the community colleges. Overall, given current population growth trends, continued increases in collegiate enrollments may be anticipated, with greatest increases experienced by the community colleges and urban universities in the southern two-thirds of the State.

Vocational Education Enrollments

Florida provides public postsecondary vocational education opportunities through two delivery systems, the public school districts and the public

community colleges. Public school districts provide Adult Preparatory and Adult Supplemental offerings in addition to their K-12 programs. Community college vocational programs include Adult Preparatory and Adult Supplemental programs as well as those technical programs leading to the Associate of Sciences (AS) degree.

As the name implies, preparatory programs are designed to prepare individuals for special types of jobs. Supplemental programs are short-term and are designed to broaden or enhance an individual's job skills. During the period 1984-85, more than 450,000 persons were enrolled in credit and non-credit public postsecondary vocational courses in Florida, an increase of nearly seven percent over 1980-81 (Table 10).

Racially, the proportion of white students is significantly higher in the district Supplemental programs (81.7%) than in the Preparatory programs (64.4%). The reverse holds for both black and Hispanic students, higher in Preparatory programs than in Supplemental programs. Overall, the proportion of white students is higher in community college vocational programs than in district programs, and the proportion of blacks and Hispanics lower (Table 11).

The decline in district Adult Preparatory program headcount enrollments reported between 1980-81 and 1984-85 (Table 10) is reflected in FTE enrollments, and is expected to continue through 1990-91 (Table 12). Between 1990-91 and 2000-01, however, FTE enrollments are anticipated to recover to the 1980-81 level. Community college vocational FTE has declined since 1980-81 as well, but current projections based on population growth indicate steady recovery to the 1980-81 level by the turn of the century. Adult Supplemental programs administered by the school districts are expected to double the 1980-81 FTE enrollment by 2000-01.

In summary, vocational education enrollment patterns are quite different than collegiate enrollment patterns. In comparison to collegiate students, vocational students are more likely to be female, members of minority groups, 25 years old or older, and enrolled on a part-time basis. Vocational enrollments are projected to recover from a near term decline and to recover by the end of the century.

Educational Attainment

Educational attainment may be measured in numerous ways. In terms of median years of school completed, Florida's median for all persons 25 years old and older is 12.5 years, the same as the national average (Table 13). This median is equal to those of Georgia, Texas, Virginia, Michigan and New York, and slightly greater than that of North Carolina (12.4). It is less than the average for California (12.8). Florida's median school year attainment levels by sex follow the same pattern, although females achieve a slightly lower level nationally and in the state (12.4). The median school year attainment level for Florida's black citizens (11.8) is considerably lower than the national average (12.1). Black residents of Virginia (11.1), Georgia (10.5), and North Carolina (11.3) achieved a lower level of attainment on this measure, while black residents of Texas (12.2), California (12.6), Michigan (12.2) and New York (12.3) achieved a higher level of attainment. Florida's Hispanic citizens, however, achieved a median attainment level (11.5), much

higher than the national median (10.7) or the medians of any of the states reporting Hispanic attainment levels in Table 13. Texas' Hispanic citizens attained a median school years completed of only 8.8 years.

In terms of high school completion rates (Table 14) Florida (68.6%) also ranks near the national average (69.7%). Florida has a higher rate of high school completions than Georgia, Virginia, Texas, and North Carolina, and a lower rate than New York (69.1%) and Michigan (70.9%), and a much lower rate than California (75.7%). Males (70.0%) and females (64.5%) both have lower rates of high school completions than the national averages (males-70.3%, females-69.1%). Only in North Carolina does a higher percentage of females than males complete high school. Florida's black residents have a lower rate of high school completion (48.7%) than the national average for black citizens (52.9) and a much lower rate than the rate for white citizens, both nationally (71.6%) and in Florida (71.5%) (Figure 4). Only Virginia (45.9%) and North Carolina (43.8%) in the comparison group fares worse than Florida on this measure. The state's Hispanic citizens complete high school at a rate (48.3%) somewhat higher than the national average for Hispanic persons (44.5%).

College completion rates for all groups of Florida citizens are considerably below national averages for these groups, except for Hispanics (Table 15). Eleven percent of Florida Hispanic residents complete college, while less than 8% of all Hispanics nationwide do so. The college completion rate for all Floridians is 14.8% compared to a national rate of 17.1%. None of the states in the comparison group has a lower rate of college completions (Table 15 and Figure 5). On this measure, Florida's black citizens and females fall the furthest below the national averages, although Florida's black residents have the lowest college completion rates within the state (6.0%).

On all measures, Florida residents as a group achieve near average levels of educational attainment. Females have slightly lower levels of attainment than males. Hispanic citizens have lower levels of attainment than whites, but higher than blacks and much higher than Hispanics nationally. Florida's black citizens achieve levels of educational attainment on all three measures which are the lowest within the state, and are lower than national averages.

Another way of measuring attainment is to compare the percentage of high school graduates from geographic areas of the state who immediately enroll in a postsecondary education institution. Of course, some of the students who enroll immediately will not persevere, and some students who do not immediately enroll will do so later.

According to the National Center for Educational Statistics, more than one-half (54%) of the 1986 high school graduates in the country were enrolled in postsecondary education institutions in Fall, 1986. In 1985, 57.5% of Florida's public high school graduates immediately entered some form of postsecondary education in comparison with 54.2% in 1980 (Table 16).

Table 1

1980 Population by Race and Spanish Origin By Region

Region	Total	White	Black	Spanish Origin*
Panhandle	897,320	709,753 79.1	175,412 19.5	13,320 1.5
Northeast	1,215,605	965,459 79.4	238,267 19.6	24,337 2.0
East Central	1,603,187	1,393,967 86.9	196,130 12.2	44,519 2.8
Southwest	2,746,180	2,469,937 89.9	259,105 9.4	120,310 4.4
South	3,284,032	2,780,332 84.7	477,887 14.6	655,619 20.0
Florida	9,746,324	8,319,448 85.4	1,346,801 13.8	858,105 8.8

*Persons of Spanish origin may be of any race.
**Percentages do not sum to 100.0 because persons of Spanish origin do not constitute a distinct racial category. In addition, categories not reported here are included in the totals.

Source: Populations for black and white from computer tape from the Bureau of Economic and Business Research, the University of Florida (BEBR) based on a recalculation of racial categories on the 1980 census prepared by the U. S. Bureau of the Census. Populations for Spanish origin based on Table 59, General Social and Economic Characteristics: Florida, U.S. Bureau of the Census, July 1983, modified to take in account recalculation of blacks and whites. Calculations and modifications by the Office of Strategy Planning and Management Information Systems, Florida Department of Education (SP/MIS).

Table 2

1985 Black Population by Age and Sex

Age Groups	Total Population	Black Population	Black Population as a Percentage of Total	Percentage Black Population Male	Female
0-17	2,554,177	541,940	21.2	50.7	49.3
18-24	1,212,236	214,206	17.7	48.5	51.5
25-44	3,091,077	433,909	14.0	46.6	53.4
45-64	2,339,191	223,592	9.6	45.0	55.0
65+	2,091,251	122,008	5.8	40.8	59.2
Total	11,287,932	1,535,655	13.6	47.6	52.4

Source: SP/MIS, based on data from BEBR.

Table 3

Black Population as a Percentage of Total Population By Region and Age Groups

		AGE GROUPS					
Region	Year	0-17	18-24	25-44	45-64	65+	Total
Panhandle	1985	23.6	22.4	15.5	13.6	17.4	18.5
	1990	24.6	23.7	17.6	13.5	16.5	19.3
	1995	25.7	24.8	19.6	13.7	16.2	20.1
	2000	26.9	25.6	21.3	14.7	16.3	21.0
Northeast	1985	24.4	20.4	17.5	14.1	14.1	18.5
	1990	25.5	21.1	19.3	14.3	13.3	19.2
	1995	26.6	21.9	21.0	14.8	13.0	19.9
	2000	27.8	22.7	22.3	16.0	13.1	20.7
East Central	1985	17.4	14.5	11.1	7.8	5.5	11.3
	1990	18.7	16.2	12.4	8.4	5.2	12.0
	1995	20.0	17.5	13.8	9.1	5.4	12.8
	2000	21.6	18.5	15.2	9.9	5.8	13.6
Southwest	1985	15.4	12.7	9.9	6.1	3.3	9.0
	1990	16.0	13.6	11.0	6.3	3.2	9.3
	1995	16.5	14.3	12.0	6.6	3.3	9.7
	2000	17.3	14.7	13.0	7.1	3.5	10.1
South	1985	26.2	20.6	17.0	11.1	4.8	15.7
	1990	28.7	22.8	19.0	12.8	5.4	17.3
	1995	30.7	24.3	20.8	14.3	6.0	18.7
	2000	32.6	25.9	22.3	15.7	6.8	20.0
Florida	1985	21.2	17.7	14.0	9.6	5.8	13.6
	1990	22.5	19.0	15.5	10.3	5.9	14.4
	1995	23.7	20.1	17.0	11.0	6.2	15.2
	2000	25.1	21.0	18.3	11.9	6.6	16.0

Source: SP/MIS

Table 4

Population by Race and Hispanic Origin
Dade County, Florida: 1980-2000

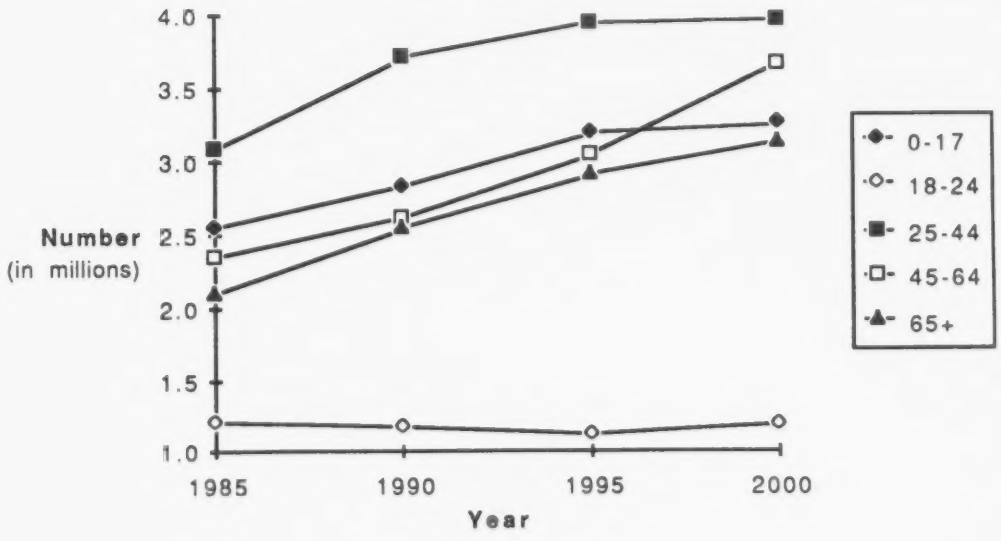
	Total	Hispanic	Black	Non-Hispanic White
1980	1,626,000	581,000	280,000	776,000
Percent	100.0	35.3	17.2	47.7
1985	1,771,000	768,000	367,000	661,000
Percent	100.0	43.4	20.7	37.3
1990	1,880,000	854,000	395,000	658,000
Percent	100.0	45.4	21.0	35.0
1995	1,991,000	940,000	422,000	657,000
Percent	100.0	47.2	21.1	33.0
2000	2,102,000	1,026,000	449,000	657,000
Percent	100.0	48.8	21.4	31.3

Source: Metro-Dade County Planning Department, Research Division, 1987.

Note: There is some overlap in the Hispanic and Black categories. In 1980 there were 11,000 blacks of Hispanic origin. By 1985 this group numbered 26,000. By 1985 a level of 27,000 is projected; by 1995, 28,000; and by 2000, 30,000.

Figure 3

Florida Population Projections by Age



Source: SP/MIS, based on data from BEBR.

Table 5

Florida Population
Distribution of Age Groups in Each Region

		AGE GROUPS					
Region	Year	0-17	18-24	25-44	45-64	65+	Total
Panhandle	1985	27.1	14.1	29.7	18.5	10.5	100.0
	1990	25.9	12.4	31.5	18.6	11.6	100.0
	1995	25.4	11.1	30.8	20.2	12.5	100.0
	2000	24.4	10.9	29.0	22.7	13.0	100.0
Northeast	1985	25.8	12.8	29.2	19.2	13.0	100.0
	1990	24.9	11.0	30.6	19.0	14.6	100.0
	1995	24.6	9.7	29.5	20.4	15.8	100.0
	2000	23.8	9.5	27.4	23.1	16.2	100.0
East Central	1985	23.2	11.4	27.1	21.2	17.1	100.0
	1990	22.4	9.5	28.7	20.7	18.7	100.0
	1995	22.3	8.2	27.8	22.0	19.8	100.0
	2000	21.5	8.1	25.8	24.6	20.0	100.0
Southwest	1985	20.9	9.5	25.0	21.7	23.0	100.0
	1990	20.2	8.1	26.4	21.0	24.3	100.0
	1995	20.2	7.0	25.6	22.0	25.2	100.0
	2000	19.7	6.9	23.8	24.5	25.1	100.0
South	1985	21.3	9.8	28.3	20.9	19.8	100.0
	1990	21.2	8.1	29.6	20.5	20.6	100.0
	1995	21.5	7.0	28.8	21.6	21.0	100.0
	2000	21.2	7.1	26.9	24.2	20.7	100.0
Florida	1985	22.6	10.7	27.4	20.7	18.5	100.0
	1990	22.0	9.1	28.8	20.3	19.7	100.0
	1995	22.0	7.9	27.9	21.5	20.6	100.0
	2000	21.4	7.9	26.0	24.1	20.6	100.0

Source: SP/MIS

Table 6

Collegiate Education Enrollments by Sector, Race and Region
Fall 1985

Region	State University System				Community Colleges				Independent Institutions			
		Percentage				Percentage				Percentage		
	Total	White	Black	Hispanic	Total	White	Black	Hispanic	Total	White	Black	Hispanic
Panhandle	32,543	76.0	17.9	2.4	13,848	85.1	10.9	1.9	0	0.0	0.0	0.0
Northeast	38,984	84.1	6.0	4	16,784	85.0	10.6	2.9	4,277	71.1	21.3	2.7
East Central	16,447	88.2	4.0	3.9	21,735	88.3	6.8	3.3	20,921	76.2	12.1	3.4
Southwest	26,733	88.4	3.2	4.5	29,064	88.5	6.0	4.0	9,402	89.6	4.3	2.5
South	27,078	60.5	6.4	25.3	39,455	55.8	8.8	34.1	31,905	60.7	11.1	19.2
Florida												
1980	124,011	81.6	9.5	5.4	121,178	73.6	10.3	11.9	55,955	70.6	12.3	11.5
1985	141,785	79.0	8.1	7.9	120,886	76.9	8.3	13.3	66,505*	70.4	11.0	10.9

*Five more colleges were included in enrollments for independent colleges in 1985 than in 1980, representing 2,629 students, or about four percent of the total.

Note: Percentages are based on the total numbers of students reporting their racial/enthnic classification. In all, 0.6 percent of the SUS students, 1.9 percent of the community college students, and 2.9 percent of the students in independent colleges did not report race. Percentages do not add to 100 because other racial/enthnic categories are not reported here. SUS enrollments are for E & G (Educational and General) only, and do not include special units (medical colleges, dental college, etc). Percentages for independent institutions do include continuing education students in Rollins College, for whom demographic information is not available.

Source: SP/MIS, based on data from the Office of Information Resource Management of the State University System (SUS), the Bureau of Research and Information Systems of the Division of Community Colleges (Com. Col.), and the State Board of Independent Colleges and Universities (SBICU). The information is based on 9 state universities, 28 community colleges, and 24 independent institutions which participate in the State Tuition Voucher Tuition Voucher Program. Table, SP/MIS.

Table 7

Public School Enrollment
By Racial/Ethnic Classification, By Region
Fall 1985

	PERCENTAGES				
	White, Non-Hispanic	Black, Non-Hispanic	Hispanic	Asian/ Pacific Islander	Native American
Panhandle	71.9	26.0	0.6	1.5	0.1
Crown	70.5	27.2	1.0	1.3	0.1
East Central	75.9	19.5	3.3	1.2	0.1
West Central	77.8	17.2	3.8	1.0	0.2
South	46.3	28.7	23.8	1.1	0.1
Florida	66.0	23.6	9.1	1.1	0.2

Source: SP/MIS, based on data from the Florida Department of Education, Division of Public Schools, Education Information Services (DOE/DPS).

Table 8

Graduates Receiving Standard Diplomas
Florida Public Schools
1985-86

	PERCENTAGES				
Region	White, Non-Hispanic	Black, Non-Hispanic	Hispanic	Asian/ Pacific Islander	Native American
Panhandle	77.0	20.9	0.7	1.3	0.1
Crown	75.3	22.4	1.0	1.2	0.1
East Central	81.1	14.6	2.8	1.4	0.1
West Central	82.7	13.1	3.0	1.1	0.1
South	55.6	23.3	19.8	1.3	0.1
Florida	72.4	18.7	7.6	1.2	0.1

Source: SP/MIS, based on data from DOE/DPS.

Table 9

Public High School Graduates by Region
1981 - 2001

Region	1981	1986	% Change From 1981	1991	% Change From 1986	1996	% Change From 1991	2001	% Change From 1996
Panhandle	10,186	8,727	-14.3	9,374	7.4	9,332	-0.4	10,802	15.7
Northeast	12,582	11,707	-7.0	12,390	5.8	12,587	1.6	15,341	21.9
East Central	16,232	14,697	-9.5	15,807	7.6	16,337	3.3	20,297	24.2
Southwest	22,838	21,184	-7.2	22,571	6.5	22,181	-1.7	28,354	27.8
South	26,917	25,193	-6.4	27,459	9.0	28,656	4.4	37,039	29.3
Florida	88,755	81,508	-8.2	87,602	7.5	89,092	1.7	111,832	25.5

Source: SP/MIS

Table 10

Vocational Enrollments (Headcount)

Program	1980-81	1984-85
Public School Districts		
Adult Preparatory	120,297	104,685
Adult Supplemental	92,947	134,842
Total School Districts	213,244	239,527
Community Colleges		
Postsecondary and Postsecondary Adult	85,199	78,840
Supplemental and Apprenticeship Cources	125,077	134,539
Combined Totals		
Preparatory	210,276	213,379
Supplemental	205,496	183,525
Total	218,024	269,381
Total	423,520	452,906

Source: SP/MIS, based on data from the Division of Vocational, Adult, and Community Education (DVACE) and from Com. Col.

Table 11

Distribution of Vocational Program Enrollments By Race

	PERCENTAGE			
	White Non-Hispanic	Black Non-Hispanic	Hispanic	Other
		1980*		
School Districts				
Adult Preparatory	67.1	20.4	11.2	1.3
Adult Supplemental	83.0	11.3	5.2	0.5
Total School District	74.0	16.4	8.6	0.9
Community Colleges	79.4	13.5	5.9	1.2
		1983/84**		
School Districts				
Adult Preparatory	64.4	22.6	11.4	1.6
Adult Supplemental	81.7	12.0	5.6	0.7
Total School District	74.2	16.6	8.1	1.1
Community Colleges	81.2	11.4	6.1	1.3

Source: SP/MIS, based on data from DVACE and Com. Col.

*Percentages for the school district are based on enrollments for the entire school year. Percentages for the community colleges are based on enrollments for fall term only.

**Percentages for school district programs are based on data for school year 1984-85. Percentages for community colleges vocational programs are based on data for fall 1983.

Table 12

Projected Vocational FTE Enrollments 1980-2000

Year	SCHOOL DISTRICTS Adult Preparatory	Adult Supplemental	Total	Community Colleges
1980-81	38,399	5,785	44,184	52,896
1985-86	37,253	11,183	48,436	47,993
% Change	-3.0	93.3	9.6	-9.3
1990-91	35,609	12,204	47,813	48,512
% Change	-4.4	9.1	-1.3	1.1
1995-96	36,970	12,748	49,718	50,459
% Change	3.8	4.5	4.0	4.0
2000-01	38,844	13,271	52,115	53,151
% Change	5.1	4.1	4.8	5.3

Source: SP/MIS, based on data from DVACE and Com. Col.

Table 13

Educational Attainment:
Median School Years Completed
Selected States

	P E R C E N T A G E S					
	All Persons 25 Years & Older	Male	Female	White	Black	Hispanic
United States	12.5	12.6	12.5	12.6	12.1	10.7
Florida	12.5	12.6	12.4	12.6	11.8	11.5
Georgia	12.5	12.6	12.5	12.6	10.5	N/A
North Carolina	12.4	12.4	12.4	12.5	11.3	N/A
Texas	12.5	12.6	12.4	12.5	12.2	8.8
Virginia	12.5	12.6	12.5	12.6	11.1	N/A
California	12.8	13.0	12.7	12.8	12.6	10.4
Michigan	12.5	12.6	12.5	12.6	12.2	N/A
New York	12.5	12.6	12.4	12.5	12.3	10.8

Source: SP/MIS, based on data from U.S. Bureau of the Census, Educational Attainment in the United States: March 1981 and 1980, CPR Series P-20, No.390.

*Persons of Spanish origin may be of any race.

N/A = Data Not Available

Table 14

Educational Attainment:
High School Completion (4 or more years)
Selected States

	P E R C E N T A G E S					
	All Persons 25 Years & Older	Male	Female	White	Black	Hispanic*
United States	69.7	70.3	69.1	71.6	52.9	44.5
Florida	68.6	70.0	64.5	71.5	48.7	48.3
Georgia	67.9	68.4	67.4	73.5	70.3	0.0
North Carolina	62.7	60.2	64.9	67.3	43.8	0.0
Texas	66.4	66.4	66.5	67.6	54.7	38.2
Virginia	67.5	68.5	66.6	71.8	45.9	0.0
California	75.7	77.3	74.2	76.5	68.8	43.1
Michigan	70.9	71.3	70.6	72.6	56.5	0.0
New York	69.1	70.0	68.3	70.6	59.8	43.8

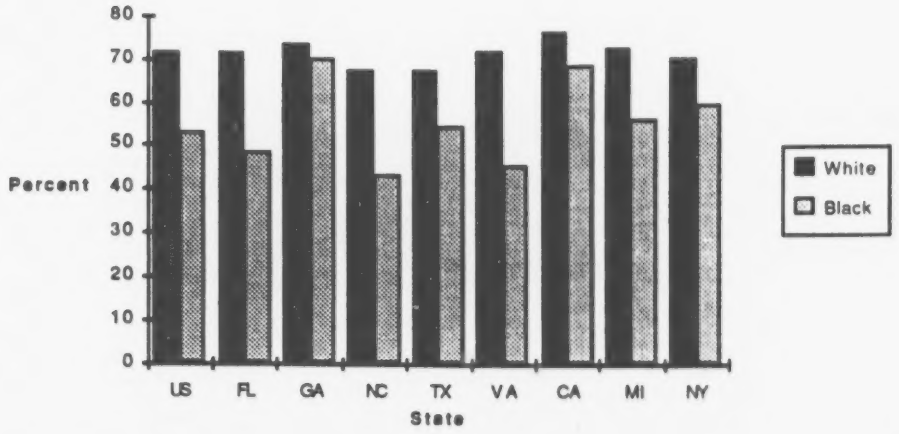
Source: SP/MIS, based on data from U.S. Bureau of the Census, Educational Attainment in the United States: March 1981 and 1980, CPR Series P20, No. 390.

*Persons of Spanish origin may be of any race.

N/A = Data Not Available

Figure 4

EDUCATIONAL ATTAINMENT:
High School Completion (4 or more years)
Selected States by Race



Source: SP/MIS, based on data from US Bureau of the Census, Educational Attainment in the United States: March 1981 and 1980, CPR Series p20, No. 390.

Table 15

Educational Attainment:
College Completion (4 or more years)
Selected States

	PERCENTAGES					
	All Persons 25 Years & Older	Male	Female	White	Black	Hispanic*
United States	17.1	21.1	13.4	17.8	8.2	7.7
Florida	14.8	19.3	10.9	16.0	6.0	11.0
Georgia	18.4	22.9	14.5	20.7	6.7	N/A
North Carolina	16.7	18.5	15.1	19.0	7.4	N/A
Texas	17.3	21.4	13.4	17.9	9.4	6.3
Virginia	19.2	23.7	15.3	21.6	8.0	N/A
California	21.3	26.2	16.8	21.3	12.2	6.4
Michigan	15.3	18.8	12.1	16.2	5.7	N/A
New York	17.8	22.4	13.9	19.0	7.6	6.0

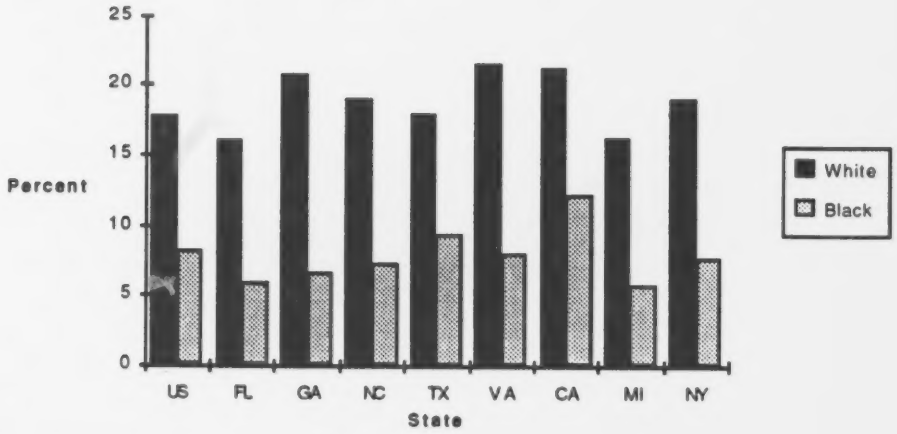
Source: SP/MIS, based on data from U.S. Bureau of the Census, Educational Attainment in the United States: March 1981 and 1980, CPR Series P20, No. 390.

*Persons of Spanish origin may be of any race.

N/A = Data Not Available

Figure 5

EDUCATIONAL ATTAINMENT:
College Completion (4 or more years)
Selected States by Race



Source: SP/MIS, based on data from US Bureau of the Census, Educational Attainment in the United States: March 1981 and 1980, CPR Series p20, No. 390.

Table 16

Percentage of Public High School Graduates Immediately Entering Postsecondary Education By Region 1980 and 1985

	High School Graduates	Entered Florida Colleges & Universities	Entered Out-of-State Colleges & Universities	Total Colleges & Universities	Entered Technical Trade	Did Not Enter Postsecondary Education
Panhandle						
1980	10,267	3,707	809	4,516	394	5,357
%		36.1	7.9	44.0	3.8	52.2
1985	8,493	3,182	749	3,931	369	4,193
%		37.5	8.8	46.3	4.3	49.4
Crown						
1980	12,790	4,825	706	5,531	368	6,891
%		37.7	5.5	43.2	2.9	53.9
1985	11,681	4,696	757	5,453	450	5,778
%		40.2	6.5	46.7	3.9	49.5
East Central						
1980	15,879	6,994	1,225	8,219	519	7,141
%		44.0	7.7	51.8	3.3	45.0
1985	13,917	6,612	1,055	7,667	579	5,671
%		47.5	7.6	55.1	4.2	40.7
West Central						
1980	21,649	9,174	1,727	10,901	1,359	9,389
%		42.4	8.0	50.4	6.3	43.4
1985	21,164	8,508	1,741	10,249	1,673	9,242
%		40.2	8.2	48.4	7.9	43.7
South						
1980	27,241	12,404	2,520	14,924	859	11,458
%		45.5	9.3	54.8	3.2	42.1
1985	24,431	12,046	2,155	14,201	1,239	8,991
%		49.3	8.8	58.1	5.1	36.8
Florida						
1980	87,826	37,104	6,987	44,091	3,499	40,236
%		42.2	8.0	50.2	4.0	45.8
1985	79,686	35,044	6,457	41,501	4,310	33,875
%		44.0	8.1	52.1	5.4	42.5

Source: SP/MIS, based on data from DOE/DPS.

Note: College enrollments includes students enrolled in community college vocational programs.

PART II

STRENGTHENING ORGANIZATION, COORDINATION, AND MANAGEMENT

DISTINCTIVE INSTITUTIONAL ROLES

The **Master Plan** recognized that:

> "Greater clarity and distinctiveness in institutional roles are fundamental to the main goal of strengthening postsecondary education. Agreement on distinctive roles encourages institutions to focus on a limited number of priorities, making it more likely that each priority will receive the emphasis needed for a strong program. Distinctive roles also guarantee that diverse institutions and programs will exist, thus enabling a wide range of state needs to be met without compromising quality or duplicating resources. Clear roles allow for more coordinated, cost-effective use of state resources by limiting unnecessary duplication and by building centers of strength."

The Board of Regents, as part of its Master Plan process, is currently revisiting the mission statements of the nine universities to assure clarity and specificity of purpose. The high cost of advanced education requires that graduate programs, particularly those at the doctoral level, be regarded as a statewide resource and developed selectively.

At the undergraduate level, the important role played by Florida's Two-Plus-Two System must continue to be recognized and reinforced. At present, over 60 percent of the undergraduates in the State University System began in a community college. The Community College System is accessible and cost effective and should remain the primary point of access for students pursuing a baccalaureate degree in Florida. The 1988 Master Plan of the State Board of Community Colleges can provide a framework for further examination of policies and issues impacting the Community College System including those focused on distinctive institutional roles and priorities.

The independent and vocational sectors are addressed in detail in subsequent sections of the Update. However, the principle of distinctiveness in institutional activities and program offerings applies equally to them. In all instances, expenditure of state funding should be viewed as an investment in excellence and wherever possible should build upon existing strengths.

Recommendations:

1. **Each institution, with appropriate direction from governing and coordinating boards, should make clear its priorities so that its areas of strength are pronounced. The roles of different institutions should be coordinated so that, taken together, they meet important state needs and reflect a cost-effective use of state resources. This would limit unnecessary duplication and use the full range of postsecondary education resources in both the public and independent sectors.**

2. **Given its past effectiveness and potential in the future, the important role played by Florida's Two-Plus-Two System should continue to be recognized and reinforced. The Community College System should remain the primary point of access for students pursuing a baccalaureate.**

COORDINATION AND COOPERATION IN USING RESOURCES

A major concept of the **Master Plan** was to build a more unified, cooperative and coordinated system with effective linkages among the various public and independent segments, and between postsecondary education and the community. The **Master Plan** found that in our increasingly mobile and rapidly changing society, educational effectiveness will depend on the success with which people can move among educational institutions and into the workplace. The importance of effective transfer from the community colleges to universities is especially critical in Florida since community colleges are greatly responsible for lower division instruction. Such transfer has been quite successful and is so recognized nationally. But other forms of cooperation, such as joint faculty planning across different sectors and the sharing of facilities, equipment and faculty between postsecondary education and the community, are not as frequent or as far reaching as they should be. Maximum potential of educational resources will be realized when institutions collectively start to respond to the needs of a shared local or regional service area.

Since the **Master Plan** the commitment of the Commission to coordination and cooperation has been manifest through its role in recommending projects to be funded through the Postsecondary Cooperation Trust Fund, its involvement in studies related to student transfer opportunities and accelerated articulation funding mechanisms, and beginning in 1987, its sponsorship of the statewide Two-Plus-Two Articulation Seminar.

The following areas involving coordination and cooperation have been identified as needing additional attention in the Update:

- Enhancing the contribution of the sector; and
- Enhanced linkage of postsecondary education to economic development.

Enhancing the Contribution of Independent Postsecondary Education

The original **Master Plan** stressed that independent and proprietary education is crucial to the maintenance of diversity and choice in postsecondary education in Florida. Strong independent institutions are vital to an effective system of education after high school and to a balanced set of options for students and faculty. The State and students can gain much by the effective inclusion of independent postsecondary education in Florida's educational structure. The challenge, as recognized in the Master Plan, is to maintain a significant degree of cooperation between the public and independent sectors.

The **Master Plan** recommended that the State use the important resource of the independent sector and encourage stronger linkages between public and private higher education, while recognizing that the independence of private institutions should be maintained. Contracting with independent institutions for specific academic programs and providing financial aid to students at private colleges and universities were recognized as cost-effective ways to meet needs for postsecondary education. Most of the recommendations of the **Master Plan** as they related to building effective linkages with the independent sector have been implemented. With the benefit of five additional years of experience, this section will review salient developments which have had an impact on independent postsecondary education, focusing on those policy areas where fine tuning is needed or additional issues have emerged. Attention will center on those matters which require statewide consideration and also those for which the Commission has designated responsibilities.

Associations

In Florida, two voluntary associations provide a voice for independent postsecondary education institutions. These associations have been developed to encourage quality education programs; conduct professional conferences, workshops, and seminars; and collect and disseminate pertinent information. They also are involved in the development of legislative action to enhance independent postsecondary education in Florida.

The Independent Colleges and Universities of Florida (ICUF) represents four year degree-granting independent postsecondary institutions accredited by the Southern Association of Colleges and Schools. Presently, 19 independent colleges and universities are members of ICUF.

The Florida Association of Accredited Private Schools (FAAPS) includes independent colleges and universities, vocational, trade, technical and business schools, and also K-12 schools. Presently, at least 132 independent postsecondary institutions are members of FAAPS. To be eligible for membership, a postsecondary school must be licensed by one of the two state licensing boards and for full membership, accredited by an association recognized by the Council on Postsecondary Accreditation (COPA). A postsecondary institution can retain candidacy status in FAAPS for up to four years as it completes all the requirements for full membership. Currently, 106 institutions have full membership and 26 have candidacy status within FAAPS.

Recommendation:

1. **The Independent Colleges and Universities of Florida (ICUF) and the Florida Association of Accredited Private Schools (FAAPS) should continue to provide a voice for independent postsecondary institutions and encourage quality education programs within the private sector.**

Academic Program Contracts

For nine years, the State of Florida has contracted with independent colleges and universities for participation by Florida residents at state tuition rates in carefully selected academic programs through a process originally authorized by the Legislature in 1975. These contract programs are one manifestation of the recognition by the State that all postsecondary education resources must be utilized to meet the educational needs of a rapidly growing state. The academic program contracting process is not primarily a form of assistance to independent institutions, but was developed as a means for the State to meet unfulfilled postsecondary education needs in an effective manner.

In 1981, the Legislature transferred from the Board of Regents to the State Board of Education authority "to contract with (accredited) independent institutions...for the provision of those educational programs and facilities which will meet needs unfulfilled by the state system of postsecondary education" (S. 229.053 (2)(o), F.S.). The Postsecondary Education Planning Commission was assigned responsibility to "recommend to the State Board of Education contracts with independent institutions to conduct programs consistent with the state master plan for postsecondary education" (S. 240.147(4), F.S.).

The authority for these contracts, according to State Board of Education Rule 6A-10.032, FAC, is based upon the principles of efficiency, effectiveness, and economy. The State Board may contract for a program or for the use of an existing facility if it can be demonstrated that the state need for the program or facility may be met at lower cost or more effectively through contracting. In all cases, the program or facility obtained through contract must be of equal quality as similar programs and facilities in the state system of postsecondary education.

The **Master Plan** also recognized contracting as "a cost-effective approach to meeting the State's needs and goals." As envisioned by the **Master Plan**, statute, and rule, the contracting process assures prudent expenditure of state monies for the provision of postsecondary education services and the utilization of a fuller range of the State's resources. Florida's citizens gain access to needed quality programs at competitive costs and at affordable public tuition rates. Independent institutions involved in contracting benefit primarily from an increased pool of students who are able, with state assistance, to afford to enter the selected contract programs.

Since the Commission was assigned the responsibility for reviewing contract proposals in 1981, it has recommended that the State Board of Education enter into ten contracts in addition to continuation of the three contracts

recommended earlier by the Board of Regents. In spite of this increase, the Commission has recommended against more proposals than it has supported, primarily on the basis of lack of clearly demonstrated need.

The Commission conducts annual reviews of each academic program contract. Commencing this year, a five-year comprehensive review of the four contracts which have been in operation for five years or more is being conducted by the Department of Education in cooperation with the Commission. An important component of these reviews is an analysis of the availability and capability of public sector programs nearby and similar to contract programs. Subsequent to initiation of four of these contracts, similar programs have been developed at Florida International University in four areas. Particular emphases in these programs converge to varying degrees with those of the contract programs.

As these public sector programs mature, the State must routinely consider whether existing needs justify continued support for both contract and public sector programs. The State awards a contract to an independent institution because of such factors as employer and student demand, and adequacy of resources. Independent institutions are advised that a contract can be terminated at any point when an annual or five-year review indicates that the educational and demographic conditions have changed, and the contract is no longer needed. It is essential, nonetheless, that the Board of Regents continue to assure that new programs submitted for approval by state universities do not needlessly duplicate existing contract programs or other successful efforts in the independent sector. The recognition of academic program contracts with independent institutions must be an important part of the new program approval process conducted by the Board of Regents, especially with regard to educational needs in Southeast Florida.

In 1987, ICUF adopted the position that all proposals which are submitted to the State for consideration as academic program contracts should be reviewed by ICUF as they are forwarded to the Commission. ICUF has recommended that proposals for state funding of selected independent institutions in Florida and start-up academic programs in independent institutions be reviewed by the Commission in a manner similar to existing academic program contracts. ICUF has opposed the actions of independent colleges and universities which have circumvented the approval procedures for contract submission and have gone directly to the Legislature.

Recommendations:

2. **Contracting with independent institutions for existing academic programs should continue to serve the State as a cost effective and efficient mechanism to provide needed educational opportunities by taking advantage of independent institutions' prior investments and avoiding duplicative start-up costs.**

3. **The annual renewal evaluation of a contract by the Commission should continue to allow the State to maintain flexibility and adjust levels of services which reflect changing needs. The comprehensive five-year review of an existing contract (by the Department of Education, with the assistance of the Commission**

and an expert consultant) should examine to what extent educational and demographic conditions have changed and whether each academic program contract is still warranted.

4. The Board of Regents should continue to assure that new programs submitted for approval by state universities do not needlessly duplicate existing contract programs or other successful efforts in the independent sector. The recognition of academic program contracts with independent institutions must continue to be a significant part of the program approval process conducted by the Board of Regents, especially with regard to educational needs in Southeast Florida.

5. Independent institutions seeking state support to start-up highly selective academic programs should follow procedures similar to those used for existing academic program contracts. Such factors as employer and student demand, and adequacy of resources must be considered. Proposal review by the Commission should include an analysis of start-up program costs in the independent institution in comparison with similar public sector programs.

State Oversight of Independent Postsecondary Education

In the early 1970's, leaders of the independent postsecondary education sector working with the Legislature drafted a licensing law for independent institutions in Florida. The resulting legislation created the State Board of Independent Colleges and Universities and the State Board of Independent Postsecondary Vocational, Technical, Trade and Business Schools in 1974. The goal of the laws which created the two state licensing boards in Florida was to "protect the health, education and welfare of Florida citizens and to assure that degrees and diplomas issued by such schools assure a certain competency." Thus, these two boards were created in response to concern for protecting Florida citizens from unscrupulous educational entrepreneurs. The sections which follow address each of these boards.

State Board of Independent Colleges and Universities

The purpose of the State Board of Independent Colleges and Universities (SBICU) is "to encourage privately supported higher education and to protect the integrity of degrees and diplomas conferred by privately supported colleges" (S. 246.011, F.S.). The act also sets minimum legal requirements to protect individuals from deceptive, fraudulent, or substandard education, protect non-public colleges and to protect the value of diplomas and degrees awarded to the citizens of Florida.

All non-public universities, colleges, and degree-granting institutions in Florida must either apply for licensure or exemption from licensing requirements. If an institution is not licensed or granted exemption, it is forbidden to operate or grant a degree in Florida. At the present time, there are 159 independent colleges, universities, and branches of out-of-state institutions accredited or licensed by the SBICU authorized to operate in

Florida. Of these, 105 are exempt from institutional licensure by the SBICU because they are:

> Nonpublic colleges chartered in Florida and accredited by the Commission on Colleges of the Southern Association of Colleges and Schools, or the Accrediting Commission of the Association of Independent Colleges and Schools at the junior or senior college of business level, or the American Association of Bible Colleges, or an agency recognized by the United States Department of Education to accredit professional degree programs above the baccalaureate level.
>
> Religious institutes, colleges, and universities, the only purpose of which is to prepare students in religious disciplines for educational, missionary, or ministerial service; whose catalogs contain the statement of institutional purpose, all curricular offerings including degree programs of all courses offered, and a listing of the faculty; which are in compliance with S. 817.06; and which offer only degrees or diplomas of an ecclesiastical nature in religious education.

The Board prescribes and recommends to the State Board of Education minimum standards and rules for the operation and establishment of institutions, including out-of-state accredited institutions (S. 246.128, F.S.); reviews postsecondary education opportunities on military installations through the Advisory Council on Military Education; and is responsible for collecting and maintaining data on independent colleges and universities that are eligible to participate in state student financial aid programs as well as those institutions licensed by the board. The 1987 Legislature granted SBICU the authority to develop its own rules and regulations similar to the Board of Regents. The impact of this modification in rule formulation must be carefully monitored.

State Board of Independent Postsecondary Vocational, Technical, Trade and Business Schools

The purpose of the State Board of Independent Postsecondary Vocational, Technical, Trade and Business Schools (SBIPVTTBS) is to provide the citizens of Florida with protection from "deceptive, fraudulent or substandard education" in independent postsecondary vocational, technical, trade and business schools. Further, the SBIPVTTBS protects the value of certificates, diplomas and degrees already awarded Florida citizens by requiring these independent institutions to meet minimum educational standards for licensure (Chapter 6F, FAC). Minimum standards for licensure include statements of educational purpose and objectives, administrative staff/organizations, charters, franchises, financial statements, course and curriculum content, faculty, student services, admission and enrollments, and publications. In addition, every postsecondary independent vocational, technical, trade or business school is required to submit copies of its catalog and contract for review and approval to the State Board before the initial license is granted. Subsequently each institution is reviewed by means of an annual renewal

application. Any changes in catalog or contract must be submitted and approved by the SBIPVTTBS.

The State Board of Independent Postsecondary Vocational, Technical, Trade and Business Schools currently licenses over 360 private postsecondary vocational institutions. Several of these schools grant degrees as well as offer diploma/certificate programs. However, only a handful of programs are licensed by both boards. Currently, institutions may voluntarily request dual licensure but this not required by rule. If an institution which offers certificate programs adds on a degree program, then the institution can obtain SBICU licensure and terminate SBIPVTTBS licensure. The problem caused by this "board jumping" is addressed in the next section.

Board Merger/Dual Licensure

The Commission's 1984 study of **Proprietary Postsecondary Education in Florida** recommended that the SBICU and the SBIPVTTBS be combined into a single state board of independent postsecondary education institutions. This recommendation was not adopted by the Legislature and the two boards continue to provide jurisdiction independently. The Commission has continued to recommend in subsequent studies the necessity for increased collaboration between the two boards in such areas as joint meetings, rule writing and other key areas. Despite this effort, cooperation between the two boards is minimal.

The Commission's 1984 study recognized a concern that continues to exist. Because of the different approaches used by the two licensing boards, institutions licensed by the SBIPVTTBS perceive that a more rigorous program review is involved than for those institutions licensed by the SBICU. Certain institutions licensed by the SBICU, due to presence of one or more degree programs with limited enrollment, have taken advantage of these such licensing procedures by offering short-term and special purpose programs which are not subject to the review standards of the SBIPVTTBS. Other institutions which have offered certificate programs in the past have added one or two degree programs, sought SBICU licensure, and have terminated SBIPVTTBS licensure. A modified state board rule, which requires dual licensure for schools which offer both degree and certificate programs (SBER 6E-1.0031) was first drafted in 1984 and has had a series of delays. During this period, board jumping between SBIPVTTBS and SBICU schools has increased. The rule was endorsed by both boards in Fall 1987 and sent to the Department of Education's Rules Committee for approval. The rule was returned to the SBICU as this board now has statutory rule-making authority. The rule is currently being advertised with action anticipated in Spring, 1988.

Recommendation:

6. **The Department of Education should take measures to ensure increased communication and cooperation between the State Board of Independent Colleges and Universities (SBICU) and the State Board of Independent Postsecondary Vocational, Technical, Trade and Business Schools (SBIPVTTBS). The rule relating to dual licensure which was initially drafted in 1984 should be adopted and implemented promptly. In addition, the rule making**

authority granted to the SBICU in 1987 should be monitored to determine if modifications are warranted.

Data Information System

Both the **Master Plan** and the Commission's 1984 study, **Proprietary Postsecondary Education in Florida**, recommended that an accurate and consistent information system for public and independent institutions must be developed. It was recommended that the system include such basic items as student and faculty characteristics and tuition levels in a format that would allow for valid comparisons and compilations. Data collection should involve a single instrument or series of instruments developed to obtain information from all proprietary institutions licensed by the State of Florida and the data should be fully comparable with information reported by public postsecondary vocational education institutions. The Commission also recommended that the creation of a vocational grant program to provide financial assistance to students in public and independent vocational programs should be contingent on the availability of such "consistent, comparable and reliable data from proprietary postsecondary education institutions."

Recent testimony by the executive directors of both licensing boards revealed that they are now attempting to collect such data in a consistent format and a comparable data system is currently evolving to ensure greater accountability. However, problems were noted in the ability of all institutions to provide such data, and also in the ability to make such data available in a comprehensive manner for state planning purposes. The SBICU's ability to do so has been hampered by difficulty in filling a data analyst position. Since the information system of the SPIVTTBS is currently operational, a potentially cost effective alternative to maintaining two data bases would be to provide SPIVTTBS with the resources necessary to maintain information for all institutions under the purview of either board.

Recommendations:

7. **Both state licensing boards should cooperate to develop a single comprehensive database for all licensed independent postsecondary education institutions in Florida, proprietary and collegiate. The boards should continue to develop, in conjunction with the Department of Education, the Commission, and other potential data users a uniform instrument or series of instruments to collect data from all independent institutions licensed by the State of Florida. Information collected through this process should be comparable with information reported by public postsecondary institutions. The SBIPVTTBS and the SBICU should cooperatively identify the resources and procedural modifications necessary to permit an assignment of responsibility for all independent institution data administration to a single board.**

Student Protection Plan

Several states have plans to protect the student in such matters as financial reimbursement of public/private funds if a proprietary school is forced to

close. The SBIPVTTBS is currently doing research and developing a proposal for a student protection plan for the State of Florida. The plan would establish a state fund to which institutions must contribute to protect enrolled students from deceptive, fraudulent or substandard educational practices. The amount to be contributed would be based upon a percentage of tuition received by the school per calendar quarter. The funds would be invested and any interest derived would be credited to the fund. Payment to the fund would be a condition of institutional licensure. Any student enrolled in a licensed school who is unable to complete a program at such school because of default in the contract with the school would make application to the licensing board for a reimbursement award. FAAPS has supported the establishment of the student protection plan for Florida.

Recommendation:

8. **A student protection plan for the State of Florida should be established by the Legislature to protect students from deceptive, fraudulent or substandard educational practices of any postsecondary institution.**

Private Sector Funding

State universities and community colleges have access to several matched funding grants to encourage private support from individuals and business/industry. These include the Trust Fund for Eminent Scholars, the Trust Fund for Major Gifts, the New Donors Program, and the Florida Academic Improvement Trust Fund. All four programs were created within the last few years to strengthen the commitment of individuals and organizations to promoting excellence in community colleges and state universities. They provide a vehicle for seeking private support and for enhancing linkages between industry and higher education.

Independent institutions receive financial contributions from two primary sources: student tuition and grants/donations from individuals and private organizations. In February 1983, the **Chronicle for Higher Education** reported that in 1981-82 private institutions generated, on the average, 51 percent of their total revenue from tuition and 17 percent from private gifts and endowment income. ICUF has argued that the matched funding opportunities afforded to the public sector through these trust fund and donor programs has reduced the availability of private funds that independent institutions need for their survival. Some have recommended that the State provide independent chairs or other matched funding sources for independent colleges and universities to make them more competitive.

As previously discussed in this paper, Florida provides state support to independent colleges and universities through student financial aid, academic program contracts and other specific appropriations. In addition to student assistance grants and academic program contracts, several states have state-supported programs which are designed to assist private institutions. The State of Ohio, for example, has initiated the Independent College Challenge Program designed specifically to provide rewards and incentives to the 43 independent colleges in the State. Institutions are required to demonstrate excellence in the delivery, implementation and outcomes of the

liberal education component of their Bachelor of Arts and Bachelor of Science degree programs. In 1987, the Ohio Legislature appropriated $750,000 for this program. A portion of the money is to be used to reward those programs that have already achieved excellence and the remainder for institutions that have strong programs but are in need of further academic enhancement. Funds may be used to support activities such as writing centers, endowments for visiting faculty, development of journals devoted to the liberal arts and purchase of equipment and library holdings. Institutional accountability reports to the State are required.

A similar challenge program is being proposed in New Jersey. The Plan calls for a $15 million appropriation over two years to support programs at New Jersey's independent colleges and universities. Challenge grants will be awarded on a competitive basis to 16 private institutions in New Jersey. For 1988-89, $10 million is being requested to challenge independent institutions to excellence--specifically to strengthen their public mission, their distinctiveness, their uniqueness and their special public contribution to the State of New Jersey. The grants cannot be used for capital construction or building improvements.

Pennsylvania provides state support to private institutions through three different approaches. First, four state-related institutions in Pennsylvania (Penn State, Temple, University of Pittsburg and Lincoln University) each receive annual appropriations of over $100 million. Each institution is classified as a private non-profit corporation; however, the State has a significant role in the governance and budget structure of the universities. Twelve other independent institutions are receiving a total of over $61 million in State aid through a program initiated in the 1930's. This state-aid program had provided support to 16 institutions, but four independents recently terminated the program because of state imposed requirements. Institutional Assistance Grants (IAG) are a third type of state-supported funding available to independent institutions in Pennsylvania not covered by the first two types of support. The IAG is a capitation grant which is directly proportional to the number of state residents enrolled at the institution. In 1986-87, approximately $19 million was available for this purpose at an average amount of $662 per student.

A Bundy Aid Program was established in New York State in 1969 to provide direct unrestricted financial support to certain independent colleges and universities in the State. The program began with 57 institutions and $25.5 million. By 1987, the number of participating institutions had grown to 100 and the annual disbursement to over $112 million. Since the inception of the program, over $1.2 billion have been received by participating institutions. The formula used to determine the annual entitlement to participating institutions is based on the number of earned degrees conferred; participation is limited to institutions which have one or more associate degree programs or higher and specified standards of educational quality comparable to public institutions are applicable.

The Commission believes the Tuition Voucher Program should be the state's primary mechanism for supporting a strong independent postsecondary presence in Florida. However, in order to assure equity between the public and independent sectors in the competition for private fund raising the Commission

would support establishment of a limited matching endowment program for those institutions which participate in the Tuition Voucher Program. Any such program should be accompanied by clear procedures which would assure strict accountability in the receipt and use of state funds for this purpose. Expenditure of interest or other income accruing from the endowment should be limited to support for professorships, library resources, scientific and technical equipment, and non-athletic scholarships. Guidelines in place for the public programs should be applicable. For example, a base amount should be established for each eligible institution as well as a maximum award per institution in order to avoid concentrating all available funds in one or two locations. State funds should be used to match new dollars obtained by the institution in excess of existing endowments and other previous donations. Institutions receiving state support through the endowment program should be expected to adhere to the State's equal access policy established in Section 228.2001, F.S. While the Commission, as an advisory body, should not administer this program, it should after three years evaluate the effectiveness of this strategy and make appropriate recommendations at that time regarding its continuation or modification.

Recommendation:

9. **The Tuition Voucher Program should continue to be the State's primary mechanism for supporting a strong independent postsecondary presence in Florida. In addition, the State should support a limited matching endowment program for those independent institutions which participate in the Tuition Voucher Program. Guidelines for the program should be comparable to those established for existing endowment and matching programs available to public postsecondary institutions. After three years, the Commission should evaluate the effectiveness of this strategy.**

Enhanced Linkage of Postsecondary Education To Economic Development

The **Master Plan for Florida Postsecondary Education** stressed that for the State to be successful in attaining its economic development goals, postsecondary education must play a large role. To attract new industries to Florida and support the growth of existing ones, the **Master Plan** emphasized the need for planning so that the demand for trained technicians in emerging and changing technologies is anticipated. State policymakers must have the foresight and the flexibility to adapt to a changing occupational environment. The **Master Plan** recognized that educators should work closely with industry in the State and with economic recruiters to identify new state-of-the-art training needs, especially for high technology firms. Postsecondary education institutions should continue to take a leading part in this cooperative process at the local level and, in addition, planning should occur at the state level to ensure that the State's economic development goals are supported.

The **Master Plan** underscored the importance of building a more coordinated system with effective linkages among the various sectors and between postsecondary education and the community. The significant recommendations of the **Master Plan** related to economic development called for:

(1) a state-level planning process to identify future training needs of industry especially as they relate to high technology;

(2) the establishment of a clearinghouse for information on Florida's postsecondary education programs of value to the State's economic development; and

(3) a special fund to promote collaborative efforts in building valuable statewide and regional approaches to improving the delivery of postsecondary education.

The 1983 Legislature implemented several economic development recommendations contained in the **Master Plan**: the High Technology and Industry Council was created; the Trust Fund for Postsecondary Cooperation was established; and Section 229.52, F.S., was enacted which required the State Board of Education to develop a state level planning process to identify future training needs and to establish a clearinghouse for information on educational programs and faculty expertise of value to the State's economic development.

As postsecondary education institutions increase cooperation and strengthen linkages with industry, a word of caution is appropriate. Of vital importance to the economic development of the State is the willingness of the educational sectors at the state level and individual institutions to listen to the educational needs of industry and to be responsive. Nonetheless, the appropriate advisory role of industry within the mission of colleges and universities must be carefully defined to preserve the integrity and independence of postsecondary education in Florida.

Trust Fund for Postsecondary Education Cooperation

The Trust Fund for Postsecondary Cooperation was established by the 1983 Legislature "to reward institutional creativity and initiatives in assisting student articulation and in cooperation with local business and industry." These initiatives may include local consortia or inter-institutional arrangements; organized faculty and professional staff networks; use of adjunct faculty from industry; and apprenticeship or cooperative training of students.

The statute and state board rule regulating the Trust Fund emphasize the importance of regional ideas and collaborative efforts and not state-generated solutions. The Commission is directed to "review, set priorities for, and recommend to the Commissioner proposals for the use of the fund." Once the projects are funded, they are administered by the Department of Education. Since 1983, the Legislature has made annual appropriations (ranging from $335,000 to $482,304) to support recommended Trust Fund projects.

Regional Consortia

The major portion of the annual Trust Fund appropriation has been used to support the establishment of regional consortia for business and higher education in strategic areas of the State. Seven consortia have now been created through the Trust Fund. Two of the original consortia established in Jacksonville and the East Central Florida area are now operating without state support.

Florida Education and Industry Coalition

In 1985, the Florida Chamber of Commerce, Florida State University, and the Florida High Technology and Industry Council collaborated to establish the Florida Education and Industry Coalition as an independent, statewide organization funded jointly by industry and government. The Coalition began as a joint effort by universities, community colleges, vocational institutions, industry and government to enhance cooperation at the state level and among regions of the State.

At its December 18, 1984 meeting, the State Board of Education designated the Florida Education and Industry Coalition to coordinate the special state-level planning process related to the economic development of the State as specified in S.229.52, F.S. The Coalition was charged with providing a broad-based forum for communicating and coordinating economic development needs, including linkage with each regional consortium. In this role, the Coalition has been involved annually with the Commission's review of Trust Fund proposals.

The Coalition was asked by the State Board of Education to make recommendations for the enhancement of economic development in Florida. The Coalition's report concludes that although significant measures have taken place, business/industry involvement in educational planning is still not sufficient and further strengthening of linkages between education and business/industry is warranted. The report contains 11 major recommendations including a call for greater coordination or restructuring of the authorities which provide training activities, the establishment of a single point of

access to manpower-related services in each region of the State for business and industry, and the development of a comprehensive marketing effort to enhance credibility with business and industry in Florida and other states.

One significant area for improvement recommended by the Coalition is in the area of coordination. The Coalition recommended that a corporation be created to manage training services for economic development, that a state-level coordinator of training be appointed and that an interagency committee be established at the state level to rationalize the various jurisdictions.

Florida Research Profiles

A major component in achieving economic growth in Florida is the ability of private industry to access the expertise found in the State's public and private colleges and universities. To assist in this effort, the Southern Technology Applications Center (STAC) at the University of Florida developed a database of information on faculty expertise within Florida institutions. The Florida Research Profiles project was sponsored by the Trust Fund and completed in June 1987. It is one of the most extensive databases of faculty expertise in the United States; approximately 4,000 college and university faculty representing science and technology, education, business, the social sciences and the humanities are included.

Other Projects Funded through the Trust Fund

In addition to regional consortia, the Florida Education and Industry Coalition and the Florida Research Profiles, the Trust Fund has supported student articulation projects in radiologic sciences, nursing, interlibrary loans and cultural activity planning. Several projects have included organized faculty and professional staff networks as part of their major goals and objectives.

Future Direction of the Trust Fund

As the Trust Fund completes its fifth year of implementation, concerns have been raised and modifications suggested regarding its future direction. Testimony received during the Commission's public hearing in economic development supported the following:

- Increase Time for Seed Dollars from the State -- Several have argued that two years of a state grant is an insufficient period to support the implementation of a regional consortium.

- Require a Match from the Private Sector -- In all business/industry projects supported through the Trust Fund, a match from business could be required as in the Sunshine State Skills Program and the newly created Challenge Grant Program. It has been suggested that a limit be set on the amount of private sector contributions which can be made through in-kind services.

- Change Proposal Review Cycle -- Some have suggested that the 'Request For Proposal' (RFP) review and approval process should be modified. A 16-month gap currently exists between the time the RFP

is disseminated (February) and appropriation of funds for the project by the Legislature (in June the following year). It has been suggested that the cycle be modified and the Legislature appropriate a lump sum for the Trust Fund (similar to the Sunshine State Skills, K-12 Educational Improvement Projects, and Challenge Grants) followed by an RFP and proposal review by the Commission which would be completed in a few months. The current cycle has made it especially difficult to develop second year project proposals; under the existing timeline, a second year project is due to the Commission before the first year project is approved by the Legislature.

- Increased Emphasis on Accountability -- It has been recommended that cooperative agreements among institutions for student articulation projects, and among institutions and industry for business/industry linkage endeavors, be required with specific outcome criteria for any project supported by the Trust Fund. For example, an increase in the number of student internships or growth in the number of inter-institutional agreements regarding credit transfer in individual programs would be possible outcome requirements.

- Establish a Dollar Limit on Trust Fund Projects -- To promote more efficient use of Trust Fund dollars, it has been suggested that a funding limitation be placed on each project on an annual basis, and also on the total State funding that any consortium or other project can obtain.

Recommendations:

1. **The Trust Fund for Postsecondary Education Cooperation established by the 1983 Legislature "to reward institutional creativity and initiatives in assisting student articulation and in cooperation with local business and industry" should be continued. The State Board Rule which provides the guidelines for the Trust Fund should be modified as follows:**

   - **State funding of postsecondary consortia should be limited to four years. The first year grant for all business/industry projects should require no match. In the second year, a 25 percent match from the private sector and the local educational agencies should be required; the third and fourth years should require a 50 percent match. At least half of the annual matching contribution should be from the private sector in the form of direct support and not in-kind services.**

   - **Commencing with the 1989 Legislative Session, the proposal review cycle should be altered. The Legislature should appropriate a lump sum for the Trust Fund, and the RFP and proposal review process should be completed by the Commission with**

recommendations submitted to the Commissioner of Education by October 1st of each year.

- **The annual evaluation component of each project supported through the Trust Fund must include cooperative agreements with specific outcome criteria.**

- **Annual awards to Trust Fund recipients should be limited to $75,000, and the total amount of state funds to any individual project should not exceed $200,000.**

2. **The Commission supports the thrust of the Florida Education and Industry Coalition's recommendations as they relate to coordination of business/industry and postsecondary educational initiatives.**

3. **To maintain their usefulness, the Florida Research Profiles must remain current and should be updated biannually by the Southern Technology Applications Center through funds provided by the State.**

ACCESS -- The Education Clearinghouse for Economic Development

In December 1984, the State Board of Education designated the Department of Education's Center for Career Development Services as the official clearinghouse for information on educational programs of value to the State's economic development. Within this context, the 1986 Legislature appropriated $90,638 to establish the Education Clearinghouse for Economic Development (ACCESS) within the Center for Career Development Services, as a centralized economic development database and information center. The 1987 Legislature appropriated $136,330 to further support this effort.

ACCESS provides local and statewide economic development information on educational programs and services to education, government and the private sector. In addition, the Clearinghouse offers information on training programs and business/education partnerships; prospective consultants, trainers and speakers available from the private sector; postsecondary research activities; and utilizing the Florida Research Profiles, faculty who can provide technical and management assistance to the private sector. Persons seeking information from the Center can receive survey and research assistance, personalized packets containing pertinent data resources, reports and other referral information.

As the Clearinghouse continues to build linkages and develop its database, information requests will certainly increase and economic development will continue to be supported through its efforts. The success and usefulness of the Clearinghouse is contingent upon its identification as the Department's primary resource for information on all economic development programs; performing this function effectively will require a strong tie between the Clearinghouse and the Department's newly-created Office on Business and Education Partnerships.

Recommendation:

4. **The Department of Education should recognize ACCESS -- The Education Clearinghouse for Economic Development -- as the primary source for information on all programs which provide linkage between education and business/industry. ACCESS can and should serve as a major resource to the newly created Office of Business and Education Partnerships in the Department of Education.**

Meeting the Needs of New and Changing Industries

As noted in the **Master Plan**, American industry continues to undergo a major technological transition that is driven primarily by dramatic advances in computer applications, microelectronics and automated machinery. Industries with new training needs are emerging; and existing industries require new and different skills from their employees. In addition, Florida is attempting to expand its industrial base by actively pursuing its share of high technology and other industries.

To continue to attract new industries to the State and support the growth of existing ones, educational planning and forecasting are critical. Certain strategies exist which can be initiated or expanded to anticipate and meet the demand for trained professionals.

For example, in 1986 the Commission was asked by the Legislature to conduct a study of the postsecondary education needs of the film industry in the State. This study outlined a plan for postsecondary education institutions to play a major role in promoting the growth of coordinated film education programs within Florida.

The study provided a mechanism whereby a new industry moving to the State or a changing industry within Florida can be examined cooperatively between postsecondary educational representatives and industry representatives so that an educational infrastructure can be built and maintained. Following the Commission's study, it was recommended that other industries be targeted (e.g., cruise lines, banking, aerospace, etc.) for such an indepth analysis by the Commission using the film study model and a collaborative approach with the industry under investigation.

One of the problems that postsecondary education institutions must address when they implement academic programs that prepare students for highly skilled professions is the need for qualified faculty. Postsecondary vocational instructors in vocational-technical centers and community colleges can upgrade skills in an instructional area subject to frequent technological change or innovation through the Vocational Instructor Technical Upgrading Program. The 1986 Legislature provided $300,000 to support this program and $150,000 was appropriated in 1987. In addition to State dollars, $400,000 in federal funds are earmarked for this purpose in 1987-88. A variety of employment patterns in business/industry may be utilized -- full-time work during the regular school term, summer sabbaticals, and cooperative arrangements which involve alternations of industry experiences and teaching.

Another way to strengthen linkages between education and new, emerging and changing industries is to develop closer ties between industry and educators in such areas as curriculum development and skills training. For example, regional coordinating councils which have at least 51 percent lay membership, are charged with making recommendations for vocational program development and delivery of services to school boards and community college boards of trustees. In addition, craft advisory councils serve to monitor specific vocational education disciplines at the local level.

Recommendations:

5. **Before budget appropriations are requested by the Department of Education for training programs for a specific industry, evidence must be provided that a program review or other comprehensive analysis has been conducted of the training needs in that area by both the educational and business sectors.**

6. **Educators and industry should continue to develop specific arrangements which promote the following goals:**

   - **A greater use of adjunct faculty from business and industry.**

   - **More assistance by industry in upgrading the skills of faculty.**

   - **More apprenticeships, on-the-job cooperative training of students and retraining for faculty. These work-study and apprenticeship models offer students and faculty an opportunity to earn money and to familiarize themselves with the workplace. They help to produce better-motivated individuals, to update skills, and to create substantial savings to the schools.**

   - **Greater sharing of equipment and technical assistance between education and industry.**

7. **The advisory council concept should be maintained and strengthened. Decisions regarding appointments to councils should be shared between business representatives and educators.**

Postsecondary Education Programs which Relate to Economic Development

A number of programs have been created to link the State's economic development goals and postsecondary education. Most of these efforts such as the Trust Fund for Postsecondary Education Cooperation, High Technology and Industry Council, Florida Education and Industry Coalition, and Clearinghouse for Economic Development (ACCESS) have been implemented since the 1982 **Master Plan**. In addition, other programs can be identified within each sector which serve similar purposes such as the Sunshine State Skills Program, Centers for Business and Industry, Industry Services Training Program, and Technology Transfer Centers in community colleges.

One significant issue which emerges is the need for an awareness and understanding of the multitude of programs which have been created to link economic development goals with postsecondary education. An examination of duplication of effort is needed as well as an effort to determine if consolidation and coordination can be strengthened. State leadership is needed to pull together the many agencies, organizations and educational institutions which are making efforts in particular aspects of economic development. Beyond a concern for coordination and duplication, the State needs to be assured that capabilities of postsecondary institutions in economic development are fully promulgated and that any impediments to full partnerships are identified and eliminated. It is imperative that no opportunity be lost and that no hesitation on the part of Florida's corporate and educational leadership be allowed.

Recommendation:

8. **An extensive analysis of the effectiveness of the current education/industry programs and the potential for any consolidation of existing programs should be completed prior to creating any additional programs which link business/industry and postsecondary education. The Department of Education and the Commission should bring together key representatives from the identified industries, chambers, educational sectors, the Educational Clearinghouse, Florida Education and Industry Coalition, and Governor's office to develop a coordinated plan that outlines the future of economic development in Florida. The plan should address the need for consolidation and coordination, adequacy of funding initiatives, and policies and rules affecting economic development.**

Florida Satellite Network

Effective use of educational technology offers new instructional possibilities, provides greater access to higher education, and also serves as a tool for economic development. The **Master Plan for Florida Postsecondary Education** affirms the potential of educational technology to meet the challenge of technological advances which can be used to strengthen postsecondary education.

In response to a 1985 feasibility study conducted by the Commission, the Florida State Legislature authorized establishment of a satellite network system. The Florida Legislature appropriated $569,509 for the installation of receiving dishes in each of the 28 community college districts within commuting distance of 99 percent of Florida's population. The satellite network was fully installed in August 1987 and is now operational.

The Network includes designated public school districts, community colleges and state universities which serve as receiving and viewing sites for teleconference broadcasts via satellite. The network is coordinated by the Department of Education and is intended for use by business, industry, government, professional, and educational groups.

Recommendation:

9. **The Department of Education should promote the use of the State Satellite Network and continue to explore the application of telecommunications and other technology for inservice training and other educational purposes.**

Linkage with K-12 Goals

A central theme of the 1982 **Master Plan** was effective cooperation between K- and postsecondary education. The education and business/industry linka initiated in elementary and secondary schools can serve as a foundation similar endeavors at the postsecondary level.

The 1987 Legislature created The Florida Private Sector and Educati Partnership Act and directed the Commissioner of Education to "designate a office within the Department of Education to encourage and enhance partnerships between education and the private sector, to function as a clearinghouse for material dissemination, and to provide training and consultation to school districts." Among the many functions of the office will be to coordinate several of the Department's established business/industry and education programs such as the Partners in Education Program, School Volunteer Program, and Educational Improvement Projects. Additional business/industry initiatives were created by the 1987 Legislature and will be included within this new office. These are:

- Evaluating grant proposals such as the Florida Challenge Grants which are funds available to school districts in such areas as community/school public relations, career education, vocational education, and drop-out prevention. The 1987 Legislature appropriated $300,000 to support this program and matched funding is required from foundations or the private sector;

- Providing appropriate award systems to recognize business for its contribution to improving education; and

- Establishing a method of measuring the impact of private/education partnerships on improving education.

Beginning in 1988, the Commissioner will be required to make an annual report on the status of industry and education sector endeavors including recommendations to improve the efficiency and promote the growth of the activities. Each school district will be required to designate a coordinator for private sector and education partnership activities who will also maintain contact with regional coordinating councils, PIC councils and other business and industry endeavors at both the K-12 and postsecondary levels.

Another grant program, the Florida Compact Pilot Program, was established by the 1987 Legislature and has as one purpose to provide incentives for school districts to reduce the rate of school dropouts and increase opportunities for high school graduates to attend vocational schools and other postsecondary institutions. The Compact Pilot Program was funded through the State Education Lotteries Trust Fund in the amount of $500,000.

Although the primary focus of the Commissioner's office will be K-12 and private sector linkages, several of the grant programs and activities administered by this office will serve postsecondary needs as well. For example, one responsibility of the newly created office will be to house the Florida Institute of Film Education as recommended by the Commission and enacted by the 1987 Legislature. As such, it is important that these activities be coordinated with the Commission, the State Board of Community Colleges, the Board of Regents, the Department's Postsecondary Education Policy Unit which administers the Trust Fund for Postsecondary Cooperation, and the Florida Education and Industry Coalition. It should be noted that the Florida Education and Industry Coalition recently modified its role to include K-12 as well as postsecondary education in addressing its charge of facilitating state-level economic development planning with education.

Recommendation:

10. **In carrying out its responsibilities, the Department of Education's Office of Business and Education Partnerships should work with the Commission, the Department's Postsecondary Education Policy Unit, the Florida Education and Industry Coalition, and the respective coordinating and governing boards to ensure that K-12 and postsecondary education efforts to link with business and industry are coordinated.**

FINANCING AND EVALUATION

The **Master Plan** called for a financing process for postsecondary education that was sufficiently sensitive to direct resources to improve quality and described an approach to program budgeting that was built upon a strong system of program evaluation and budgeting procedures which accommodate the results of program reviews. Its effectiveness hinged on the extent to which program and budget reviews can be linked.

The Commission also recognized that the general level of funding for postsecondary education should be raised. The recommendations in the Plan primarily called for a better process for determining resource needs, for allocating resources to postsecondary education, and for evaluating the effectiveness of those resources. While budgeting and evaluation were emphasized the need for adequate revenue for financing was also viewed as critical.

Since 1982, studies of the funding procedures used in each of the public postsecondary education systems have been conducted by the Commission directly or under the purview of the sector boards, which have moved in the direction envisioned in the **Master Plan**. Rather than restate the results of these individual efforts the Update will focus on progress made in several issues which involve all three delivery systems: improving program review procedures, and student tuition and financial aid policies.

Improving Program Review Procedures

The Florida **Master Plan** called for the sector program review criteria to include indicators of quality for each program. Suggested criteria included manpower needs, student demand, quality and characteristics of students, student outcomes, productivity of program, faculty and professional staff quality and productivity and adequate resource needs.

The Postsecondary Education Planning Commission is directed in State Board Rule 6A-10.147(5) to review annual program review plans submitted by the Board of Regents, the State Board of Community Colleges and the Division of Vocational, Adult and Community Education. The Rule calls for the Commission to review the schedules for the reviews and the criteria by which the programs are to be reviewed.

The Commission has reported annually to the State Board of Education since 1984 on progress toward improvement of the state-level program reviews. These annual reports have documented consistent and substantial improvement over time for all three sectors. Particular progress has been noted in three areas: increased involvement of related business and industry personnel in vocational and professional program reviews, the linking of program review findings to budget requests, and increased cooperation among the postsecondary sectors in conducting joint or sequential reviews.

However, further effort is needed to help make the program review process an integral part of state-level program planning, funding and assessment.

More integrated planning for the program review process could be achieved through the establishment of a program review coordinating conference held annually by the Commission and co-sponsored by the three public postsecondary systems - universities, community colleges and the Division of Vocational, Adult and Community Education. Representation would include all state offices involved in reviews of postsecondary programs at which time they could present the program review schedules for the upcoming years. The conference would serve to isolate the program areas and the issues within program areas which may be profitably handled jointly by the three groups and those handled best by each individual office. For the areas where joint reviews are deemed useful, common data elements should be determined and a timetable for procuring the data should be agreed upon. Such discussions might also include coordination with upcoming specialized accreditation reviews. Legislative staff and a representative of the Governor's Office should attend the annual conference and information regarding the reviews should be shared in a timely manner to permit consideration of budget requests and adjustments in response to program review recommendations where warranted.

Recommendation:

1. **A program review coordinating conference should be held annually by the Postsecondary Education Planning Commission and co-sponsored by the three public postsecondary systems charged with conducting reviews: the Board of Regents, the State Board of Community Colleges, and the Division of Vocational, Adult and Community Education.**

An increasing problem facing postsecondary institutions is the large number of reviews required by multiple state agencies, regional and specialized accrediting boards and licensing boards. The annual coordinating conference would provide an opportunity for discussion of coordination and, where possible, consolidation of upcoming reviews including agreement upon date elements needed and any collection of supplemental manpower data beyond the available FLOIS data.

The Commission addressed the issues of regional and specialized accreditation in its 1985 study of this topic. At that time concern was raised regarding the imposition of overly restrictive requirements on postsecondary institutions by accrediting agencies. Continued attention is needed to assure a productive and positive relationship between the state, the institutions, and such regulatory and quality assurance mechanisms as institutional and professional licensing boards, program review and approval procedures, and accrediting organizations.

Most specialized accrediting bodies have a set of predetermined national standards against which the quality of the program is judged. Although several of these standards focus on the unique characteristics of the program being examined, most accrediting bodies also solicit generic information on the library, facilities, financial resources, admission and retention and several other factors which could be solicited uniformly. Currently, each of the accrediting bodies request similar data but require that they be displayed or secured in a unique manner. The **Common Language Handbook for Postsecondary Accreditation** provides guidelines for securing common data which can be incorporated into the professional or program self-study. Hence a significant step will be made towards minimizing duplication and the burden of individual self-studies will be reduced if each specialized accrediting body uses this common data base in the self-study process.

The standards and practices utilized in program review and specialized accreditation are not dissimilar. Both accreditation and program review rely on quantitative standards in such areas as student outcomes, faculty and professional staff quality and productivity, and quality and assessibility of library resources. Both processes rely on an institutional report or self-study, an on-site visit, and a visitation team's report. The accreditation structure focuses on an individual program within one institution and the program review structure is cross-institutional. However, both processes terminate with recommendations about individual programs at individual institutions.

To date, there has been little collaboration or cooperation between the various accrediting agencies operating in Florida's public postsecondary education institutions and the State's governing or coordinating boards which regulate the program review processes. Such collaboration would eliminate the current need for separate self-studies for both processes which are duplicative and costly.

Part of the reason for the separation and isolation of the two processes is that the state's program review is an emerging model and, as such, is experiencing the implementation hurdles of a new process. The Board of Regents is now coordinating the two processes and intends to utilize

specialized accreditation reports as base data for BOR program reviews. Also, Board of Regents staff now participate in specialized accreditation visitation team exit meetings at state universities. At present, the State Board of Community Colleges has not attempted to consolidate the results of specialized accreditation with their program review process.

Recommendations:

2. **Public and independent regulatory and quality assurance organizations should place emphasis on the desired outcomes of postsecondary education programs and avoid unnecessary or excessive entanglement in the administrative and academic decisions required in such programs.**

3. **In an effort to avoid duplication and reduce costs, the State governing and coordinating boards should adopt a policy which strongly encourages institutions to seek collaboration among regional and specialized accrediting associations in an effort to implement the COPA guidelines on interagency cooperation and, to the extent possible, coordinate visitations by accrediting agencies to each institution. In a coordinated visit, the number of representatives for each accrediting agency should be reduced.**

4. **The Board of Regents and State Board of Community Colleges should promote the adoption of a common data base by encouraging use of the Common Language Handbook for Postsecondary Accreditation developed by COPA in the program review, institutional licensure, and accreditation processes.**

5. **The Board of Regents, the State Board of Community Colleges and the Division of Vocational, Adult and Community Education should explore the possibility for cooperative visitations with specialized accrediting agencies. A state policy on the linkage between the program review process and specialized accreditation should be developed by each sector. The institutional self-study and most recent specialized accreditation report should be incorporated as a integral part of the program review process for all programs.**

Another strategy to improve the utility and efficiency of the program review process is focusing the greatest resources on programs which have the most need. This could be done by conducting program reviews on an "exception" basis. That is to say, a small number of quality indicators should be used to trigger need for more extensive review processes. If the quality indicators suggest that the programs are healthy, efforts should be redirected to those which are in most need. This process can be developed while still remaining in compliance with statutory provisions regarding reviewing each program every five years. The majority of the indicators should be outcome measures. This approach has been employed successfully by the community college system for several years.

Recommendation:

6. The program review process in each public sector should be further enhanced to permit reviews which are periodically conducted on an "exception" basis to concentrate resources on programs of greatest need.

Student Tuition and Financial Aid Policy

The first Supplement to the **Master Plan**, State Student Financial Aid Policy, published in March 1983, recommended a number of specific guidelines, directions, programs, and priorities for strengthening Florida's financial aid programs in the future. It attempted to provide a direct relationship between the overall financing approach recommended in the **Master Plan** and the State's tuition and financial aid policies. With one or two exceptions all of the recommendations in the Supplement have been enacted by the Legislature or otherwise implemented.

Tuition and Fees

As stated in the **Master Plan**, a judicious and feasible tuition policy must address the need of the State for revenue as well as the needs of the State for an educated citizenry. It must be able to reconcile the needs of the financially disadvantaged with the concern of the taxpayers. The **Master Plan** recommended that:

> Tuition at public community colleges and universities in Florida should be indexed to state general revenue appropriations. This approach will allow students, parents, institutions, and the State to plan on likely tuition levels.

Recognizing that implementation of such a policy would be a complex task, the **Master Plan** suggested the following as one possible approach to the general "index" recommendation.

> Tuition at public community colleges and universities in Florida should be indexed to state general revenue appropriations. In the case of community colleges, the index should be applied to the amount appropriated in the Advanced and Professional portion of the Community College Program Fund. For state universities, undergraduate tuition should be indexed to the recurring operating general revenue portion of the annual Education and General state appropriation. The index should not be applied to special non-recurring quality improvement appropriations or extraordinary faculty salary adjustments, which are in addition to the recurring operating general revenue appropriation. This has the effect of limiting annual tuition increases to a reasonable amount. Because substantial prior notice is essential in setting fees, the index should be directed at the previous year's appropriation. This approach will allow students, parents, institutions, and the State to plan on likely tuition levels.

In 1986, a Board of Regents Tuition and Fees Task Force recommended that "the share which students pay of the cost of instruction be increased from an estimated 22.7 percent to 25.0 percent." Rather than simply indexing fees to

the previous years Education and General expenditures the task force adopted the following approach:

> The methodology uses expenditures as reported by the 1983-84 SUS cost study and separates the costs into three categories: direct, shared, and other. The percentage that the sum of "direct costs" plus a prorated share of "shared costs" was of the total costs (75%) was applied to the 1985-86 appropriation to determine the estimated instructional related cost. The 1985-86 appropriated net matriculation and out-of-state fee revenue, associated with E&G students, was then divided by the estimated instructional-related cost to determine the percent students pay of the cost of instruction. It was decided to lag the instructional-related cost by one year such that 1985-86 fees would be compared to the 1984-85 instructional-related cost. It would then be relatively easy to determine, for example, the level of 1986-87 fees once the 1985-86 budget was determined; that is, the 1986-87 fees could have been established when the Legislature finished the 1985-86 budget, in June 1985, some 14 months prior to the effective date of the fees.

Table 17 displays a comparison of 1986-87 fees and prior year educational expenditures for both the community colleges and state universities. At that point community college students bore a higher percentage of their educational costs than their university counterparts. Since then the difference has diminished due to increases recommended by the Board of Regents Task Force and stabilization of the community college fees. The actual level of fees remains lower in the community colleges which is appropriate since they represent the initial point of access for students entering public postsecondary education in Florida.

A recent report by the Southern Regional Education Board (SREB) indicates that in 1986-87 Florida university fees for residents were the lowest in the region. Florida ranked tenth among the 15 southern states in resident fees for two-year institutions.

<u>Recommendations</u>:

1. **The Board of Regents should continue to assess its tuition indexing methodology to assure that its students are contributing an appropriate share of the cost of their education in comparison with other postsecondary institutions in Florida and elsewhere.**

TABLE 17

1986-87 PUBLIC POSTSECONDARY FLORIDA RESIDENT STUDENT FEES AS A PERCENTAGE OF PRIOR YEAR EXPENDITURES

Community Colleges

1986-87 Matriculation Fee (Per Hour)	1985-86 Advanced and Professional Expenditures (Per Hour)	%
$ 19.25*	88.87	21.7

State Universities

Level	1986-87 Registration Fee (Per Hour)	1985-86 Education and General Expenditures	%
Lower Division	25.36	160.80	15.7
Upper Division	28.72	182.70	15.7
Graduate	49.96	251.49	19.8
Thesis/Dissertation	49.96	390.11	12.8

*Mid-point in authorized range of +/- 10 percent.

2. **The State Board of Community Colleges should adopt an indexing policy to assure that its students will contribute an equitable amount toward their educational costs. However, fees charged by the community colleges, the primary point of access to public postsecondary education in Florida, should not exceed those assessed in the state universities.**

Prepaid Tuition and Tuition Voucher Programs

To assist students and parents in their efforts to plan for and finance a college education, the 1987 Legislature enacted a prepaid tuition program (Chapter 87-132). When implemented, the program will permit those interested in a college education to lock-in, at the current rate, charges for community college fees and state university fees and housing costs. Funds invested may also be credited toward meeting the costs of a student attending an independent Florida college or university. While inclusion of the independent sector in the Prepaid Tuition program is a promising step, the tuition differential between public and independent sector continues to grow. The Tuition Voucher Program remains an important mechanism for reducing this gap and maintaining student choice. The 1987 Legislature increased the annual award cap for this program from $1000 to $1100.

Recommendation:

3. **Increases in the level of the Tuition Voucher should be provided as necessary to prevent further growth in the tuition differential between the public and independent postsecondary sectors in Florida.**

Student Residency

One issue related to tuition and financial aid which has emerged since 1981 is the definition of student residency. In 1983, the Legislature adopted S.240.1201, F.S. which requires that to be considered residents for tuition purposes, students must have resided in the state for twelve months prior to enrollment. Several state financial aid programs require students to be residents for two years as a condition for eligibility, however, in some cases they are not prohibited from being enrolled during this time. A consistent policy regarding residency for both tuition and financial aid is warranted.

Recommendation

4. **The residency requirement for Florida student financial aid eligibility should be consistent with the definition of student residency established in S.240.1201, Florida Statutes, which requires students to maintain a bona fide domicile in the state for purposes other than education for at least 12 months immediately prior to qualification.**

Financial Aid Policy

Since 1981, Florida has added 13 aid programs related to a wide variety of objectives - teacher scholarship loans, minority fellowships, work experience

programs - however, the majority of these programs are not need-based. While each of these programs address important concerns, the Commission continues to believe that the primary purpose of financial aid is to assure access for all students who can benefit from a postsecondary education.

Florida Student Assistance Grant

The Florida Student Assistance Grant (FSAG) is Florida's major need-based financial assistance program. Between 1981 and 1986 available FSAG funds grew by 16.4%. This compares to a national average growth rate in need-based grant funding of 57.4% during this period according to the most recent survey of the National Association of State Scholarship and Grant Programs. In recognition of the importance of closing this gap the 1987 Legislature appropriated an additional $2.3 million for the FSAG program, a single year increase of over 15%. This represents the first installment in a three-year phased plan to extend support to an additional 7,000 applicants with unmet need of $200 or more for tuition and fees. The Commission has endorsed this plan and applauds the Legislature for its response to this request. Several major state universities annually compile income data for parents of entering undergraduate students. In 1986-87, over 50 percent of the parents who responded had incomes of $50,000 or higher. In 1987-88 this figure grew to over 57 percent. This trend is further justification for attention to those students with limited financial resources.

The allocation of available funds also requires attention. Section 240.409(2)(C), F.S., prohibits public institutions from receiving more than half of the funds for new awards may be expended for students attending public institutions. This was a compromise adopted when the award rationing procedure was amended in 1983 to give priority to those applicants with the lowest resources, thus eliminating the impact of tuition costs on the process. As long as a single state grant program exists, guaranteeing a set percentage of funding to one sector has the potential for skewing the distribution of the awards.

In addition to the overall funding for the program there is a need to address the award cap for individual students. In public institutions this is set at the level of tuition and fees. Consequently, as public sector costs increase they are reflected in the FSAG award amount. In the independent sector the maximum award is $1200. This is the same level as when the program was established in 1972. After 15 years, some increase in this cap is warranted in recognition of the rising costs of attendance in the independent sector. Examples of caps used in other states include the actual tuition level or an amount equivalent to the full operating cost per FTE in the public sector. Any increase in the cap should be contingent upon additional funds appropriated for this purpose. Support for current award recipients should not be jeopardized by an adjustment in the cap.

Recommendations:

5. **The Legislature should continue to support the phased increase in the Florida Student Assistance Grant to fully address the needs of eligible applicants. An allocation procedure which provides awards to students with the fewest resources should be**

maintained without guaranteeing a specific percentage of the available funds for any one sector.

6. **The $1200 cap for FSAG awards to students should be increased to reflect the increase in educational costs since the program's inception in 1972, but only to the extent that additional funds are provided by the Legislature for this purpose.**

Part-time Students and Institutional Student Aid Fees

Current postsecondary enrollment figures underscore a continuing trend toward increased student participation on a part-time basis. All sectors are experiencing an increase in the number of non-traditional students outside of the typical 18-24 age range. The Commission strongly supports the provision of financial aid for those part-time students with need. However, rather than attempt to respond to this need at the state level resources currently exist at the institutional level which can be used in this area. Since 1983, in accordance with a Commission recommendation, the state universities have collected a single student financial aid fee equal to 5% of the total tuition and fees and community colleges have been given similar authority. All universities and all but four community colleges are assessing this fee. In 1985-86 $5 million and $3.2 million were generated by the universities and colleges respectively from this fund source. Universities are required by statute to expend a majority of these funds on need-based aid. The community colleges have greater flexibility and are currently spending less than one third on need-based aid, slightly more than the proportion spent on athletic scholarships.

With regard to part-time students, the local aid fees represent an excellent resource for addressing their financial needs without the necessity of a detailed application and award process at the state level. In 1985-86, these funds were greater than the amount received by the public sector in the FSAG program. Consequently, their use should continue to be monitored to assure continued conformity with state priorities. In addition to the data currently being collected, information on the use of the aid fee funds for full and part-time students would assist in gauging the extent of need of students in each of these categories.

Recommendation:

7. **The financial aid needs of part-time students should be addressed through student aid fee revenues and other sources available at the institutional level. Use of student aid by part-time students should be monitored by the community colleges and state universities in cooperation with the Office of Student Financial Assistance to determine if additional funds are needed for part-time students.**

Teacher Shortage Programs

The **Master Plan Supplement on Financial Aid** recommended the establishment of programs to address the teacher shortage faced by the State. The Legislature

responded to these recommendations and has continued to respond. A student may now apply to as many as seven State administered programs (including the Federal Carl Perkins program) designed to encourage the pursuit of teaching as a career. In implementing and assessing the effectiveness of these programs the Department of Education should consider the potential impact of consolidation of two or more of these programs and share this information with the Legislature prior to the creation of any additional programs in this area.

Recommendation:

8. **No additional financial assistance programs for prospective teachers should be established until an assessment of the effectiveness of the current programs and the potential for any consolidation of existing programs is completed by the Department of Education.**

Vocational Grant Program

For the past several years, legislation has been filed to establish a grant program patterned after the FSAG for use in public and independent vocational schools. The first **Master Plan Supplement** outlined such a program and criteria for participation:

> Inclusion of this sector in State aid programs is in keeping with the statutory policy goal of providing aid at all levels of postsecondary education. Nationally, over 30 states extend aid to the public and private vocational sectors. At present, these institutions in Florida vary widely in their participation in Federal aid programs. In order to make the most effective use of limited State aid resources, institutional eligibility to participate in either the Pell or GSL Programs should be a necessary precondition to receipt of FSAG or other State dollars. . . Grant eligibility should be limited to individuals enrolled in certificate or degree programs consisting of at least 900 clock hours of classroom instruction. This program should not be implemented if funds are not provided by the Legislature to support the additional students who would become eligible for FSAG awards.

The Commission's 1984 study, Proprietary Postsecondary Education in Florida, discussed the possibility of establishing a separate vocational grant program for both the public and independent vocational sectors. However, the Commission recommended that establishment of such a program not be undertaken until "the State of Florida possesses the capability to collect and use consistent, comparable and reliable data from proprietary postsecondary education institutions to support financial aid planning decisions . . ." Since adoption of the original **Master Plan** the number of private trade and technical schools has grown from 160 to approximately 360, including 22 that operate from out of state. During this period this sector has dramatically increased its participation in most forms of Federal financial aid. While a number of proprietary institutions awarding associate and higher degrees have become eligible for the Florida Student Assistance Grant Program in the past

four years, the legislative intent on the inclusion of this sector in state financial assistance is not clear and is expected to be addressed during the 1988 legislative session. With regard to the public sector, documentation of the unmet need of students who have been denied access due to insufficient financial aid should be available for analysis prior to enactment of a state vocational grant program.

One reason the Commission has argued for due deliberation in proceeding to enact a vocational grant program in the public sector was the fact that fees in some public vocational programs were minimal or non-existent, and many of the public vocational-technical centers were not actively participating in such Federal student assistance programs as the Pell Grant and the Guaranteed Student Loan. Fees for public vocational programs at the postsecondary level are now at least $200 per year and all but two or three of the technical centers participate in the Federal aid programs.

Recommendations:

9. **Establishment of a vocational grant program should be based on documentation of the unmet need of students who have been denied access to public vocational programs due to the insufficient availability of financial aid. Eligibility criteria for the program should be comparable to that for the existing Florida Student Assistance Grant Program and consistent with the guidelines outlined in the Master Plan Supplement, State Student Financial Aid Policy.**

Cooperative Education

Cooperative education is not a new strategy. Drexel, Northeastern, Antioch, most Engineering schools and countless other institutions and programs have been successfully employing this approach for decades. There are a number of factors in place now which provide the foundation for an even greater expansion of cooperative education. For example: part-time attendance is on the increase; costs and demands for financial assistance are growing; more effective linkages between education and industry are being sought; and there is a continuing need for improved counseling and academic advisement.

The Commission's support for a strong program of liberal studies and its interest in cooperative education are not antithetical. General Education is preparation for life, yet many students find themselves entering their senior year with little or no idea what they would like to do upon graduation. Through the counseling process involved in identifying potential co-op experiences students have an opportunity to enter into the exploratory phase in preparation for their decision earlier in their postsecondary career. Co-op education should not transform the general education curriculum into a vocational track, but it can provide a context or framework for reflection of the liberal arts - at the same time a student may be aided financially, employer involvement in and awareness of postsecondary education is increased, and the increasing trend toward part-time enrollment is recognized and dealt with constructively.

None of this is meant to slight the many fine cooperative education programs currently operating in Florida. On the contrary, it is intended that these programs be identified and given the recognition and support necessary to enable more students to benefit from this educational strategy.

Recommendation:

10. Sector boards and individual public and independent postsecondary education institutions should assure that cooperative education opportunities are supported to provide all students an opportunity to benefit from this educational strategy.

Student Financial Aid Information

Two **Master Plan Supplements**, **State Student Financial Aid Policy** and **Enhancing the Participation of Minority and Disadvantaged Students in Postsecondary Education**, called for improved student financial aid information, from a consumer standpoint as well as for state planning and evaluation. Since 1984, the Legislature has provided funding for the development of a financial aid component in the CHOICES system. Presently this component, which contains information on over 2300 individual sources of financial aid, is available to both counselors and students at the secondary and postsecondary levels. In addition to access through the 180 CHOICES terminals located around the State, efforts have begun this year to disseminate this information in a variety of formats (print, video tape, microcomputer, floppy disk) to community based organizations such as the Urban League and churches which come in contact with minority and disadvantaged youth. Plans for next year call for the establishment of a statewide toll-free hotline and the development of institutional help centers to further assist students in need of information. Inasmuch as the major concern identified in the student survey conducted as part of the update was lack of financial aid information, serious attention should be given to the effectiveness of the dissemination strategies outlined above.

In the area of state level information for planning, the original financial aid supplement called upon the Department to develop and maintain a data base on all sources of financial aid - Federal, State, and institutional. Progress has been made in this area. Since 1983 the Board of Regents has enhanced their management information system with the development and implementation of a student financial aid data base. The system can produce both routine and special reports as needed on both individual aid programs as well as the aid packages of individual students. The State Board of Community Colleges received $100,000 in the 1987 General Appropriations Act for the development of its Management Information System which is to be compatible with both the public schools and state university system. In conducting this project the State Board of Community Colleges should emulate the financial aid reporting capability of the state universities.

The Office of Student Financial Assistance has been successful in documenting the historical funding and participation patterns in all state programs. This information was not readily available in 1983. However, the office still does not maintain current information on the entire range of major Federal and

institutional aid programs in place. The absence of this data is a serious impediment to effective assessment and planning for future financial aid needs. For example, further increases in the FSAG must be considered in the context of Pell grants at the Federal level as well as $10 million in institutional financial aid provided through student aid fees and line item appropriations. Student indebtedness is an area which demands further research. In its February, 1987 report, **Student Loans: Are They Overburdening A Generation?**, the College Board points out that students' borrowing has quintupled over the past ten years. Now, between one-third and one-half of all students leave college in debt. On the average students at public four-year colleges nationwide graduate with $6,685 in student loans; those at private four-year colleges with $8,950. Rather than further expansion of access to student loans, emphasis should be placed on understanding the impact and implications of the current level of indebtedness. There is a need for additional data on student borrowers, for example, average debt burden, program completion rates, and default status. This would provide preliminary information on the needs of these and other students for improved debt counseling, information on other financing alternatives and other forms of assistance. In addition, continued monitoring of the overall Guaranteed Student Loan Program in terms of current and projected student and institutional default rates, obligations of the State not covered by Federal guaranty, current reserves and projected income is necessary to assure the viability and availability of this important resource. The interrelationship of loans and other sources of student aid must be understood and monitored if meaningful decisions in this area are to be made. The State is committed to tuition policy which requires students to pay an appropriate share of the cost of their postsecondary education, but a key provision of the policy is that adequate financial aid must be available for those with limited resources. The financial aid system relies on the coordinated use of Federal, State, and local resources to assure such access. Accurate information on the availability and use of existing financial aid is a critical need, both in terms of informing students, as well as in the preparation of accurate budget requests for the State programs. In addition, local and Federal financial aid decisions cannot be made in a vacuum of information on state tuition policies and financial aid funding levels and priorities.

Recommendations:

11. **State funding should be provided for the continued development and expansion of the financial aid component of the CHOICES system. Efforts to promote awareness of the availability of this resource should be expanded.**

12. **The unit record management information system currently being developed by the State Board of Community Colleges should include provisions for the collection and maintenance of student financial aid data comparable to that currently available through the Board of Regents for the State University System.**

13. **The Office of Student Financial Assistance should place priority on continuing the progress made to date in the development of a comprehensive data base for strategic financial aid planning.**

PART III

STRENGTHENING EDUCATIONAL PERFORMANCE AND PROCESS

STRENGTHENING UNDERGRADUATE EDUCATION

Over the last few years, the state of undergraduate education has become the focus of a national policy debate. A spate of blue-ribbon commissions have issued policy reports calling for renewed emphasis on the undergraduate experience and noting shortcomings in numerous areas. Concern over inadequate preparation of college-bound students and poor communication between high school and college, a fragmentation of learning into narrow disciplines with a loss of a common sense of purpose or goals to the undergraduate experience, a conflict between career-oriented students and curriculum and the liberal arts, a conflict between demands on faculty time between research and teaching and the inability to determine a college's success in fulfilling its mission are a few of the issues that have been repeated in numerous reports and bear directly on the undergraduate experience.

The 1982 **Master Plan** identified four specific areas of concern and offered recommendations for improvement. The Plan called for better prepared students through improvements in teacher education and teacher in-service education and through closer ties between the K-12 sector and higher education. Higher entrance standards were called for in the university system including traditional standards such as high school course work and grades, standardized tests and rank-in-class while recognizing the role of non-traditional criteria for students whose intellectual or motivational strengths are not accurately reflected by traditional measures. Explicit standards of performance in the critical basic skills areas were called for in the college-level programs in the community college sector and universities. A third area was a call for a renewed offensive against the decline of general education in the face of more specialized or career-oriented coursework through the identification by colleges and universities of a core curriculum which reflects essential areas of knowledge in the liberal arts. A fourth related area was an emphasis on the critical skills of reading, writing, discourse and criticism, logical thinking, scientific inquiry and mathematical reasoning.

In the intervening years since the publication of the **Master Plan** significant progress has been seen in three of the above areas. The preparation of students has improved considerably with the more rigorous requirements of high school graduation established in the 1983 RAISE Bill. The university system has raised its admission standards and standards of performance in basic skills have been established for this sector as well as the community colleges through the entry-level basic skills testing requirements. It is less clear that progress has been made in the identification of a core curriculum. The fourth area, emphasis on critical skills, has continued through individual institutional initiatives and as a result of enhanced course requirements in English and mathematics and the College-Level Academic Skills Test (CLAST).

Student Preparation

One of the most widely discussed problems with undergraduate education today is the underpreparation of students when they enter college. The evidence confirming this condition is abundant and alarming. Ninety percent of colleges today offer remedial courses. Sixty percent of students nationally need some type of remedial assistance. One of the most frequently cited reasons for this phenomenon is the decline in admission standards.

The increasing reluctance of many colleges to articulate their standards and the growth of open door institutions has resulted in a lack of clear statements from higher education regarding what is needed for adequate preparation. The resulting impact on student performance level and curricular choice in high school has been well documented in a number of reports published nationally and in Florida.

The State of Florida has been a national leader in addressing the problem of relaxed standards in the secondary system. The 1983 Legislature enacted a stringent list of course requirements necessary for high school graduation as well as a comprehensive package of other secondary reform measures providing for both higher standards and enhanced resources. The Board of Regents has also raised admission standards to the state's public universities with regard to standardized admissions test scores and by requiring specific number of high school credits in the academic areas of English, mathematics, foreign languages, and the natural sciences among others. Considerable evidence exists indicating that the curricular choices of high school students have been altered dramatically by the Board of Regents' requirements.

Florida has been a leader in establishing statewide assessment programs to monitor progress of students throughout K-12. The State Student Assessment Test - I (SSAT-I) test students in reading, writing and mathematics at each grade level. The SSAT-II (functional literacy test) is administered in the Spring of the tenth grade year and tests achievement of minimum levels in reading, writing, and mathematics coupled with the ability to apply these skills to everyday living. It is a prerequisite for high school graduation. There are two required assessments at the postsecondary level: an entry-level test and the College-Level Academic Skills Test (CLAST) usually administered at the end of the sophomore year.

The testing structure provides a safeguard to ensure accountability at different levels. However, problems remain. There is general concern that the tests discriminate at a very low or "minimal" level forces results in instructional time and resources being focused at a level below that of eighty to ninety percent of the students. For example, although Florida has a comprehensive statewide student assessment program which includes tenth grade testing and a high school exit exam, both tests are aimed at such low levels that they are not meaningful for assessing student preparation for college-level work. Secondly, the state-mandated tests are often administered in addition to tests utilized by administers and educators at the local level, thus creating possible duplication of effort and expenses. Third, the policies governing the three testing programs--SSAT I and II, the college entry-level tests and the CLAST were developed somewhat independently of each other and it is not clear that they together form an integrated testing system.

Recommendation:

1. **The Department of Education should review the current statewide assessment programs to determine if there is congruence between the skills level and the student population being tested, if the state and local testing programs are supportive of one another rather than duplicative, and if the K-12 and**

postsecondary programs form a well-integrated assessment system.

Another factor that is thought to adversely affect the quality of undergraduate education is the potential for a mismatch between student needs and institutional goals. College catalogs do not always make clear what the goals and objectives of the institution are or what resources they have for achieving them. The recent Carnegie Foundation for the Advancement of Teaching report, College, makes a number of recommendations to help improve students' ability to choose wisely a college to attend. The report was very critical of promotional material that was more visually appealing than informative. According to their survey, about 40 percent of the students doubted the accuracy of recruiting material. It was also critical of recruiting efforts that emphasized the social aspect of college life rather than the educational. The report noted that one effect of a declining pool of applicants to college may be a loss of integrity in how institutions represent themselves to prospective students. It recommended that an updated code of ethics be developed by and for admission and recruitment officers to insure integrity in the process. The Commission believes that inappropriate or inaccurate representation of a college in public relations or recruiting material diminishes public support for higher education.

Recommendation:

2. **Admission and recruitment officers in Florida should establish and review periodically an updated code of ethics concerning public relations and recruitment procedures.**

The Carnegie report also criticized the illusion of selectivity that may be fostered by an institution that in reality accepts almost every one that applies. Only about fifty institutions nationwide are truly selective. One-third are virtually open door. The report noted that minority and disadvantaged students, in particular, may be discouraged from applying to institutions that appear more selective than they are. The admission process could be improved by public disclosure of the spectrum of standardized test scores of accepted students (rather than just the average), the public disclosure of scores of students who graduate as well as those who are admitted, and the cessation of requiring standardized test scores if such scores do not really impact admission decisions.

Recommendation:

3. **The public and independent colleges and universities in Florida should review the information they provide concerning student's test scores and revise their catalogs, if necessary, to more fully disclose their student body profile.**

General Education and Assessment

One of the most frequently heard critiques of the current undergraduate curriculum is the erosion of the centrality of the general education or liberal arts component of the undergraduate years. The deterioration has occurred as a result of two forces in particular. One, the substitution of a

free-elective system for a more closely defined set of courses and, two, a loss of hours in general education to increase coursework in the major field.

Increasing numbers of undergraduates are majoring in narrow specialities. American colleges and universities now offer more than 1,100 different majors and programs, nearly half of them in occupational fields. The proportion of bachelor's degrees awarded in arts and sciences fell from 49 percent in 1971 to 36 percent in 1982. The percentage of general education (or transfer) degrees awarded by community colleges declined from 57 percent in 1970 to 37 percent in 1981, with a corresponding rise in occupational degrees. There has also been a concern that accreditation standards for undergraduate professional programs demand an excessively large portion of a student's credit hours.

The Association of American Colleges 1984 report, **Integrity in the College Curriculum**, addressed these concerns:

> The curriculum has given way to a marketplace philosophy: it is a supermarket where students are shoppers and professors are merchants of learning. Fads and fashions, the demands of popularity and success, enter where wisdom and experience should prevail...
>
> The marketplace philosophy refuses to establish common expectations and norms. Another victim of this posture of irresponsibility is the general education of the American college undergraduate, the institutional course requirements outside the major. They lack a rationale and cohesion or, even worse, are almost lacking altogether. Electives are being used to fatten majors and diminish breadth. It is as if no one cared, so long as the store stays open.

Reasons that have been proffered to explain this phenomenon include the increasing departmentalization of faculty with faculty effort concentrated on departmental curricular concerns rather than the general education of the student, the increase in technological fields requiring training in narrow fields, and an increase in the number of students whose primary concern is the short-term marketability of their degrees.

The Carnegie Foundation report concluded that "general education urgently needs a new breath of life. More coherency is required to relate the core program to the lives of students and to the world they are inheriting. There is a need for students to go beyond their separate interests and gain a more integrated view of knowledge and a more authentic view of life."

Florida has been a national leader in its insistence on minimal levels of preparation in the basic skills of computation and communication. The State has provided for outcomes measurements with the CLAST and process measures with State Board Rule 6A-10.030, FAC, requiring a specific number of hours in English or Humanities and mathematics. The Articulation Agreement provides for a general education core curriculum and a minimum of credit hours that central core. However, beyond requiring all colleges and universities to develop a core curriculum, there has been no specific actions regarding the

content, breadth or length of general education requirements or the integration of the totality of the undergraduate experience. The Carnegie Foundation, insisting on the broader goals of higher education beyond proficiency in one discipline, calls for requiring all students to write a senior thesis that would relate the major to historical, social or ethical concerns. It also suggested that students participate in a senior seminar where students would present their reports orally and critique the papers of other students. The Carnegie Report argues that through such mechanisms, "students should be reminded that the truly educated person makes connections across the disciplines and ultimately relates what he or she has learned effectively to life."

The implementation of State Board Rule 6A-10.030, FAC, has presumably affected the general education curriculum over the last five years. The program may have effected change in the number and mix of lower division courses, the content of existing courses, the establishment of new courses, and changes in student-initiated course selection patterns. Issues other than implementation of State Board Rule 6A-10.030, FAC, have significantly impacted the lower level transfer degree curriculum--e.g., college preparatory studies, CLAST, and changes to the Articulation Agreement regarding course transferability. An assessment of the current status of the general education curriculum would provide useful information regarding the impact of the States efforts to improve quality in this area.

Recommendation:

4. **In cooperation with the State Board of Community Colleges and Board of Regents, the Postsecondary Education Planning Commission should undertake an assessment of the general education curriculum in Florida's public community colleges and state universities with particular regard to implementation of State Board Rule 6A-10.030, FAC, and other state policies. The assessment should include the program review efforts already underway and all other pertinent information.**

Two factors that are contributing to the increasingly narrow specialization of students in their undergraduate education are (1) increased coursework demanded by specialized accrediting agencies for undergraduate professional programs and (2) students' focussing on the short-term marketability of their degrees. The State should be an active advocate for protecting a strong general education component in the four undergraduate years and should help students realize the value of a liberal arts education over a lifetime.

Recommendations:

5. **The State of Florida should continue its support for the activities of national and regional education agencies such as the Southern Regional Education Board in advocating for a proportionate balance between institutional autonomy and specialized accrediting association prescriptions.**

6. **The State Board of Community Colleges and Board of Regents, in cooperation with counselors and other institutional personnel**

should take the lead in developing materials to explain to students the advantages and disadvantages of narrow specialization at the undergraduate level as well as the long range benefits of liberal arts education.

A concern related to this issue is that of assessment. During the past five years, there has been a growing recognition on the part of faculty and administrators, appointed lay leaders, elected political leaders and representatives of accrediting associations of the need to justify public support for higher education and to achieve quality assurance by evaluating the effectiveness of higher education institutions.

The impetus has come from a number of different quarters. U.S. Secretary of Education William Bennett asserts that:

> Colleges must begin to assess their performance and publish the results because parents and students are growing uneasy about the rapid rise in tuition costs and they need consumer protection. Because colleges have not provided such information the rumor mill has flourished and prospective students face a landscape barren of real information with which to make informed choices, but are littered instead with trendy indicators of campus popularity and status. No one wants high-school seniors depending on slick publications that claim to tell it like it really is... The traditional gauges of academic quality -- input measures such as faculty-student ratios, the number of students with doctorates, and library holdings bare little on what critics charge are academe's shortcomings -- that many of our graduates do not seem to possess the knowledge, skills, and in some cases the character and civic virtues that should constitute a highly educated person.

State leadership has also been on the forefront of these initiatives. In 1986, the National Governors' Association Task Force on College Quality recommended:

1) that state officials should clarify the missions of each public institution and encourage the same for independent colleges;

2) that state officials should reemphasize the fundamental importance of undergraduate instruction;

3) that each college and university implement programs that use multiple measures to assess undergraduate student learning as a means of evaluating institutional program quality and share the information with the public;

4) that state officials should adjust funding formulas to provide incentives for improving undergraduate student learning based upon the results of comprehensive

assessment programs and encourage independent colleges to do likewise; and

5) that state officials reaffirm their commitment to access to public higher education for students of all socioeconomic backgrounds; and

6) that accrediting associations use the information generated by student assessments in their considerations to grant institutional accreditation.

Assessment policies have been established in statute in two states, Florida and Colorado, through governing or coordinating boards in five other states, and a recent survey indicates that 17 states have pending legislation requiring outcome assessment. In addition, a number of individual colleges and universities have or are establishing their own programs.

The National Institute of Education 1984 report, **Involvement in Learning**, in a clear, simple and yet powerful pronouncement, stated that excellence in higher education requires the following:

1) That institutions of higher education produce demonstrable improvements in student knowledge, capacities, skills, and attitudes between entrance and graduation;

2) That these demonstrable improvements occur within established, clearly expressed, and publicly announced and maintained standards of performance for awarding degrees based on societal and institutional definitions of college-level academic learning; and

3) That these improvements are achieved efficiently, that is, that they are cost-effective in the use of student and institutional resources of time, effort and money.

The most common form of assessment of student performance is the classroom teacher's grading: classroom questioning, written reports, written examinations and final examinations. Grading is currently and will likely remain for the foreseeable future the primary means of assessing student performance. Thus, any evidence of grade inflation is highly damaging to the integrity of the academic process and erodes public credibility and support. Many of the state-initiated reforms of the late 1970s requiring standardized testing were established in reaction to documented grade inflation. In Florida, in particular, a Board of Regents study in the early 1970s indicated that the grade of B had virtually replaced C as an indicator of average classroom performance. It is critical that grade inflation not be allowed to occur unnoticed. The State Board of Community Colleges and the Board of Regents should undertake the responsibility of monitoring the grading process along with other measures of student progress at the aggregate level to identify areas which merit further examination. The Board of Regents currently has the capacity for this kind of analysis. The State Board of

Community Colleges will also have this capability when its student level data system is fully functional.

Recommendation:

7. **The State Board of Community Colleges and the Board of Regents should provide for the periodic analysis of grading patterns and other measures of student progress on a systemwide basis.**

The State of Florida has been developing policies regarding assessment at the sophomore-level. The College-Level Academic Skills Test (CLAST) is a state-mandated test first administered in 1982 and, beginning in 1984, required of all public community college and university students prior to receipt of the A.A. degree and advancement to upper division. The qualifying scores were determined by a statewide panel appointed by the Commissioner and a graduated approach was recommended with initial scores set in 1984, increased in 1986, and again in 1989. The Commission continues to support the need for statewide assessment and the establishment of standards that reflect minimal levels of skills for college-level students.

The Standing Committee on Student Achievement has reviewed the 1989 standards and recommended that they be implemented on schedule. However, most of the community colleges and state universities have recommended either lower standards, a further extension of time or some other modification of the 1989 standards. As a result of these concerns voiced to the Department, the composition and difficulty of the test is concurrently under review by a number of statewide committees and agencies.

Recommendation:

8. **Awaiting the results of studies currently in progress, the Commission recommends retaining the 1989 standards for the College Level Academic Skills Test.**

The Commission believes strongly that higher expectations will result in higher performance and that the 1989 standards represent reasonable qualification levels for establishing mastery of minimal college-level computation and communication skills.

The CLAST assesses only communication and computation skills. It is not nor does it purport to be a comprehensive assessment of the undergraduate experience. It primarily evaluates what is learned in freshman English and mathematics courses which may account for less than one-sixth of a college curriculum. Furthermore, the level of competence required for passing is low and many students have mastered the skills prior to high school graduation. Relatively little of the college curriculum is devoted to basic skills development but rather to developing advanced skills toward higher academic achievement in general education or in a specific discipline. Accountability of educational quality or quality assurance at the higher education level must exceed the expectation of basic skills development.

State policymakers have generally been reluctant to dictate curricular content to institutions recognizing the preeminent role of the faculty in such

decisions. However, it is appropriate for the state to provide incentives for institutions to demonstrate creative ways of addressing the current deficiencies. The State of Florida has been providing funds for the improvement of undergraduate education for the last few years. A portion of those monies should be especially earmarked for institutions to develop programs whose primary goal is the integration of the totality of the undergraduate experience.

Recommendation:

9. **The Legislature should earmark a portion of the undergraduate education improvement funds for the use by universities and community colleges in developing and operating programs that would provide assurance and demonstration that college students are leaving the undergraduate programs with a broad understanding of the world around them, an ability to integrate their academic coursework in a manner meaningful to their lives, and other learning outcomes consistent with established educational goals of each institution.**

The relative importance of quality teaching versus other faculty responsibilities has been placed into question over the last two decades. Because of the importance that may be placed on research, scholarship and service responsibilities, quality teaching may be receiving too little attention. A reestablishment of priorities is needed with undergraduate teaching given a premier position. A number of strategies can help forward the process. First, more importance needs to be placed on the quality of teaching by faculty in regular performance evaluations, promotion decisions and tenure decisions. Secondly, the graduate faculty should insist upon the importance of quality teaching in their discipline by requiring pedagogical instruction for graduate students intending to enter academe. Thirdly, the State should continue to recognize quality teaching by increased funding of the Faculty Award for Excellence in Education program.

Recommendation:

10. **The importance of quality teaching in the undergraduate program needs to be established. Strategies should include rigorous assessment of teaching effectivensss as part of faculty evaluation, promotion decisions and tenure decisions; emphasis on pedagogical instruction in graduate programs preparing students for academic careers; and, state-level recognition of exemplary teaching through increased funding of the Faculty Award for Excellence in Education program.**

The use of outcomes assessment for undergraduate education is being discussed widely at the national level. The current lack of demonstrable evidence that colleges are successful in graduating well-educated persons has produced a number of new programs designed to assess the outcomes of a baccalaureate education.

Some of the most comprehensive assessment programs have been developed at small private colleges. The small scale and relative homogeneity of the

student body has enabled a more pervasive and detailed assessment process. Alverno College in Wisconsin, a 1,500 student liberal arts school for women, is the most often cited example. Alverno has been a national leader in developing a liberal arts curriculum in which all facets of the program are assessed in a comprehensive and thorough manner. The school uses a broad range of assessment techniques and students must show competence in eight intellectual skills that will be used by the student throughout her life. These skills are: communication, analysis, problem solving, valuing, social interaction, taking environmental responsibility, involvement in the contemporary world, and aesthetic response. The methods for assessing student achievement of these skills is multifaceted including written and oral presentations and experiments. An example of a typical assessment at Alverno is for a student to view a film and write a paragraph and or provide an oral interpretation of its contents.

It is argued that such individually based assessment is impractical for large state universities. It would be too expensive or too time-consuming to provide such individualized assessment. However, institutional effectiveness could be evaluated through the assessment of a small representative number of students in a graduating class. For example, a random sample of each university's graduating class could be assessed by internal and external examiners through written and oral examination on their knowledge of their major area and their ability to apply their general education to the concerns of their field.

Recommendation:

11. The Board of Regents should provide guidelines for each of the state universities for the development of an outcome assessment program to be applied to a representative sample of their graduating classes. The examinations should be comprehensive and include external examiners. The data should be used for institutional comparisons among universities and longitudinal analysis within one institution. The purpose of the program would be for assessing the effectiveness of institutions rather than individual students.

Academic Advising

Academic advising has been a concern among students, faculty, and administrators in American higher education for many years. The need for improvement in the area of counseling and advising was reiterated in the student survey conducted as part of the Master Plan Update. Academic advising is the process by which faculty members assist students in evaluating their academic progress, formulating realistic educational goals, and maximizing the use of institutional resources. An immediate objective of the advisor is to guide the student in meeting academic program requirements for the course of study the advisee wishes and is prepared to pursue. When delivered properly, the advisement process can be a significant factor in the student's educational growth and development.

As an integral and necessary part of the educational process, academic advising has presented problems for recipients as well as for the individuals

providing the service. Students have repeatedly testified that the process is often inadequate, frustrating and dehumanizing and that academic advising in the State's institutions of higher learning needs to be improved.

The 1985 Florida Legislature provided the first in a series of appropriations for the development of a Student Academic Support System (SASS). This single system for each of the nine universities provide support for the development of a student specific academic program, helps integrate the student's program and planning for courses offered by the faculty, facilitates the student registration process, aids in the replacement of counseling manuals which require constant updating and enhances the transferability of students among the various postsecondary institutions.

It is hoped that the computerized support system will alleviate many of the problems experienced by students and faculty in the advising process by providing more accurate information about the student's academic status and needs, thus leading to more precise and reliable university curriculum guidance during the advisement and registration process.

The State Board of Community Colleges was appropriated funds in 1986-87 to initiate the Student On-Line Advisement and Articulation System (SOLAR). The advisement package being developed will provide curriculum information to aid in articulation. The curriculum requirements for community colleges will also be provided so that students with access to CHOICES terminals may readily explore postsecondary academic programs available in public institutions.

In summary, the adequacy of academic advising has been criticized by students as well as faculty and administrators. In the last two years, the Legislature has established two highly innovative and comprehensive programs to facilitate and integrate quality academic advising for the State University System and the community colleges. Neither program SASS or SOLAR is fully implemented yet and current concerns are that the programs be developed carefully and in a coordinated fashion.

Recommendation:

12. The Commission should monitor the implementation of the Student On-Line Advisement and Articulation System (SOLAR) and the Student Academic Support System (SASS) to assure that the needs of studentss are being met and that the programs develop in a coordinated manner.

STRENGTHENING GRADUATE EDUCATION

The goals of advanced higher education are to expand and transmit knowledge and to prepare students and faculty for professional careers in academics and elsewhere. Advanced education is the most resource-intensive component of higher education and the maintenance of high quality programs demands concentration of resources in a limited number of programs at carefully selected institutional sites. The **Master Plan** recognized the vital role played by business, industry and other private agencies in supplementing state and federal support for basic research. The Plan further understood that both "Florida's economy and society would benefit substantially from more extensive applied university research activities. The increasing complexity of social problems and the rapid advances of technology are creating compelling needs for applied research. Stronger linkages should be established between such research and the community."

In recent years, the Board of Regents, in cooperation with the High Technology and Industry Council and others, has been extremely effective in promoting achievement of these objectives for graduate education in Florida. Numerous programs of distinction have been recognized, established, or enhanced in both the public and independent sector. Examples in high technology fields include the Center for Research in Electro-optics and Lasers (CREOL), a collaborative program of the University of Central Florida, the University of Florida, and the University of South Florida; the Center for Control Systems and Robotics at Florida Atlantic University; the work of the University of Miami, Florida International University and the University of Biomedical Engineering; installation of the world's largest and fastest computer, the ETA 10 at FSU; and research on the synthesis of anti-cancer compounds at Florida Agricultural and Mechanical University. This represents a small sample of the progress being made in basic and applied research.

Recommendations:

1. **The contribution of Florida's universities to both basic and applied research should continue to be recognized and reinforced by the Cabinet and the Legislature. A renewed emphasis on both inter-disciplinary and inter-institutional collaboration should promote the emergence of Florida as a state of distinction in numerous graduate and research fields.**

2. **The Board of Regents and the High Technology and Industry Council have effectively enhanced and expanded current research initiatives and should continue to remain vigilant with regard to the need for advanced programs and new disciplines relevant to the state.**

3. **Emphasis should continue to be placed on providing competitive salaries to attract and retain the best research and teaching faculty, and sufficient financial aid for graduate student support.**

In 1986, the Commission completed a Study of Graduate Education Programs in Florida for the nine state universities of the public sector and the seven

largest graduate universities in the independent sector: the University of Miami, Nova University, Barry University, Florida Institute of Technology, Stetson University, St. Thomas University, and Jacksonville University.

The study showed that Florida had a total of 713 master's degree programs -- approximately 480 (68%) in the public sector and 230 (32%) in the seven independent institutions selected for participation in the study.

At the advanced graduate level, 257 doctoral programs were identified -- 194 (75%) in the public sector and 63 (25%) in the private sector. Although master's degree programs are offered at all seven institutions, only four (Miami, Nova, FIT and Barry) have doctoral degree programs, with the University of Miami providing 67 percent of the total number of programs.

A comparison of the growth in the number of graduate degree programs in the State University System revealed that between 1972-73 and 1978-79 the number of master's degree programs increased 53 percent in the public sector. In contrast, between 1978-79 and 1984-85 the increase in total number of master's degree programs slowed to a 12 percent increase. At the doctoral level, between 1972-73 and 1984-85, there was a 56 percent increase in the number of doctoral degree programs. However, during this 12 year span, it should be noted that growth occurred only in certain periods. For example, between 1970-71 and 1974-75, the State University System added no new doctoral programs due to a Board moratorium policy on new doctoral programs.

As stated in the original **Master Plan**, each university has been encouraged to offer a variety of master's level programs. This has been perceived as especially important for place-bound students who are attracted to programs in education, business, computer sciences and other high demand fields. The **Master Plan** also noted, however, that master's degree programs which require large investments in expensive equipment and facilities, a large number of specialized faculty, or where need and demand are not great, should not be offered in every university. These highly specialized programs are exemplified by the master's degree program in Environmental Technology and Urban Systems at Florida International University and the master's level program in Astronomy at the University of Florida.

At the doctoral level, the **Master Plan** emphasized that few universities both nationally and in Florida possess the combination of quality faculty, facilities, libraries, programs and resources to mount doctoral programs. Also, statewide demand for new doctoral programs in Florida is not expected to increase significantly in the near future. As Florida grows, however, new needs will emerge, as clearly evidenced today in Southeast Florida. As exemplified by the **Southeast Florida Plan** and **Comprehensive University Presence Plan**, further growth in advanced education programs in Florida at all universities should be carefully planned and responsive to demonstrated societal demand. The impact of doctoral programs on similar programs of acceptable quality in the public and independent sector must be considered and, where appropriate, a plan should be developed to coordinate the new program with similar programs in public or independent institutions in the region. As described earlier, a comprehensive and rigorous new program approval process is now in place in the State University System. The substantial strength at the doctoral level of the University of Miami and

selected programs in other independent universities must be taken into consideration in the new program approval process.

The **Master Plan** recognized the importance of applied doctoral programs in fields where the relationship between the academic and non-academic community is crucial. For example, in fields such as education and social work, applied Ph.D. programs enable practicing professionals to research and apply their knowledge to the community as well as universities. These relationships are particularly suited to urban settings in which the place-bound needs of professionals and their profession often relate with needs of faculty and students for research and study. As the volume of information increases and the development of new knowledge quickens, professionals increasingly turn to graduate education to improve their skills and to participate in the expansion of knowledge in their profession. Educators, engineers, health workers, social workers, accountants, and managers present special needs for education at higher levels. In some fields, periodic recertification is mandatory. To meet these needs, state policy makers have advocated that certain advanced graduate programs should be offered on a regional basis, where they are close to the place-bound professionals to be served. University continuing education centers can and should be the foundation for access to such programs through extension of telecommunications, adjunct faculty in industry, and other strategies.

As stated in the **Master Plan**, proposed programs at any university must consider societal and student demand in the region, clear evidence that existing programs cannot meet the demonstrated needs, and the possibility of cooperative or joint programs meeting the needs more cost-effectively.

Recommendation:

4. **The new program approval and program review processes should continue to serve as the monitoring mechanisms to determine if the State has too many or too few graduate programs. These processes must be sensitive to the number of graduate programs offered to accommodate student, employer, and societal demands. New graduate education programs should be carefully planned and responsive to demonstrated need. Existing graduate programs should be reviewed through the coordinated program review process, and programs should be strengthened when warranted. When the demand for an existing program is slight, support for weak programs should be discontinued.**

STRENGTHENING TEACHER EDUCATION

Since the 1982 **Master Plan**, probably no professional preparation program has been examined more extensively than teacher education. In 1984 the Commission completed **A Study of Colleges of Education** and in 1985 **A Study of Postsecondary Vocational Teacher Preparation and Certification**. Other Commission studies have also highlighted specific aspects of teacher training, and the profession has been the subject of major studies by numerous organizations both internal to Florida and outside the State.

Legislation, State Board of Education rules, Commission and Department of Education initiatives and independent actions by various Colleges of Education have resulted in significant changes in the State's teacher education programs. For example, the teacher certification examination has been improved, a subject-matter component added to the examination, and recertification standards for teachers strengthened. Teacher education has been the subject of attention by both the State Board of Community Colleges and the Board of Regents in recent years. The fact that the majority of the students in university pre-service programs begin their postsecondary studies in a community college underscores the importance of collaboration between these two sectors. Other improvements include the implementation of new certification standards for principals, and an annual appropriation of over $4 million dollars for five different teacher scholarship and loan programs. Due to the newness of these financial assistance programs, most prospective teachers who are participating are still in college. Also, many initiatives have not yet been fully implemented and few changes have been operational long enough to permit full evaluation of their effectiveness. The Commission's **Master Plan** update recommendations, therefore, are intended to complement the actions of the past few years and thus reflect Florida's emphasis on quality teacher education.

University-wide Coordination of Teacher Education

Colleges of Education are professional schools which, unlike other schools in a university such as medicine and law, are not solely responsible for the education of the future members of the profession. Many secondary education majors take the majority of their courses outside the College of Education in their field of specialization. In addition, several institutions house education programs such as art education, music education and physical education outside the College of Education. In some colleges, the baccalaureate degree for secondary teachers is actually offered by the College of Arts and Sciences. It is possible for a student who wishes to become a biology teacher, for example, to major in biology in the College of Arts and Sciences and complete in the College of Education the minimal education courses which are necessary to obtain a Florida teaching certificate.

On most campuses, coordination among the several colleges involved in teacher education is minimal. When university-wide advisory committees on teacher education exist, such committees usually include limited representation from Colleges other than Education. A procedure which facilitates the cooperation and involvement of all colleges involved in teacher training is warranted. In support of this need, the Education Standards Commission recently recommended that evidence of collaboration between the College of Education and College of

Arts and Sciences become a standard for teacher education program approval by the Department of Education.

University administrators must take a fresh look at the quality and quantity of teachers being prepared on their campuses and closely examine such issues as the subject matter content of teacher and administrator training programs, the declining enrollments in Colleges of Education, and the redundancy in education courses. A central advisory and coordination mechanism for teacher education should facilitate this institutional scrutiny of the discipline.

Recommendation:

1. **Teacher education should be a university-wide responsibility. Each university should acknowledge responsibility for teacher preparation as an important segment of its educational activities, provide for university-wide coordination of teacher education, and set standards for improving the quality of teacher training programs as well as establishing goals for increasing the number of teachers being prepared. Coordination and articulation with feeder community colleges should be continually reinforced to assure the smooth transfer of community college students interested in teaching.**

Increasing the Supply of Teachers

Florida has needed five to six thousand new teachers annually over the past ten years, and a need for eight to ten thousand new teachers annually through the 1990's is projected. Florida public and private colleges and universities produce only about 3,000 teachers each year and less than 75 percent of these graduates are actually employed in Florida the year after graduation.

The Commission believes that the supply of secondary school teachers, particularly in science, mathematics, and computer education urgently needs to be increased. For this and other reasons, in 1984 the Commission recommended establishment of an alternate certification program to provide an additional source of teachers, namely, arts and sciences graduates or graduates of other colleges, on an experimental or trial basis.

Two certification requirements established to protect the public from unqualified teachers made such a recommendation feasible. The first is the existence of a teacher certification examination, the passing of which is an official declaration of the possession of those minimum competencies essential for teaching, including that of professional competence. The second is the beginning teacher program which provides supervision of classroom performance for beginning teachers. Performance evaluation standards exist to assure that only competent performers are certified as teachers after completion of this program. Alternate certification programs are being implemented or considered in several states, including New Jersey, Texas, Alabama, Georgia and California. The Commission believes that the success or failure of Florida's experimental program should help determine the necessary requirements for college teacher training programs and teacher certification.

The 1984 Legislature enacted Section 231.172, Florida Statutes, implementing the Commission's recommendation. The program was further supported in 1985 by an annual legislative appropriation of $270,000. The alternate certification program was to be implemented for five years after which the results were to be evaluated.

Although enacted by the 1984 Legislature, the program was not implemented until the 1985-86 school year due to delays in the promulgation of a State Board of Education rule. In 1987-88, 11 districts including the largest school districts of Dade, Broward, Palm Beach, and Pinellas, and 40 candidates were enrolled in the program. Dade County has the largest number of participants with 21 teachers involved in 1986-87 and 17 in the first half of the 1987-88 school year, with a projection of over 30 candidates for the full year. Dade program administrators describe the program as very acceptable; all alternate certification participants have satisfactorily completed the program at the end of the school year.

The Commissioner of Education has made it a Department policy that the alternate certification program should be easy for the districts to implement. Similarly, the Chancellor of the State University System and the Council of Academic Vice Presidents have initiated efforts to promote and expand the alternate certification program throughout the nine state universities. In 1986, the Student Loan Forgiveness Program (Section 231.621, F.S.) was modified to enable teachers who become certified using the alternate route to have a loan forgiven if they meet the requirements of the statute.

Nonetheless, despite these efforts, the program continues to exist with only a few dozen candidates. One reason for the lack of participation may be the 90 clock-hour education coursework requirement, not contained in statute or rule, yet mandated by the Department of Education. More aggressive promotion on university and college campuses by administrators and faculty, as well as by Department of Education and school district officials is needed. Awareness and training activities have occurred in states with highly successful alternate certification programs such as New Jersey.

The Commission does not believe that alternate strategies to increase the teaching supply should end with this one approach. Other strategies are needed to augment Florida's source of teachers. Several universities have implemented innovative approaches. For example, the Suncoast Area Teacher Training (SCATT) program at the University of South Florida is a nationally renowned effort designed to attract high quality honors students to the teaching profession. At the University of Florida, the PROTEACH program offers a five-year teacher education sequence which culminates in a master's degree. Secondary teachers obtain a degree in their teaching field outside the College of Education. A creative approach implemented by Florida State University is the establishment of an Office of Science and Mathematics Teaching in the College of Arts and Sciences. The office is responsible for the advisement of mathematics and science majors who are planning to become teachers. Community colleges have traditionally offered much of the liberal arts and science component of the four-year sequence for prospective teachers. Florida State University has been especially effective in working with feeder community colleges to develop an introductory course which serves as a

recruitment device and as a means of providing potential teachers with an early feel for the profession.

To serve recruitment needs at the state level, the 1985 Florida Legislature created the Teacher Referral and Recruitment Center in the Department of Education. A major activity of the recruitment center has been to sponsor the "Great Florida Teach-In." The first fair held in June 1986 attracted over 1,500 teachers from throughout the country, with personnel in the critical shortage teaching areas well-represented. The second Teach-In held in June 1987 involved 1,580 teachers from 48 states and representatives from 45 school districts. Over 270 contracts were offered at the event with an additional 200 contracts for Teach-In participants before the start of the 1987-88 school year.

Colleges and universities in Florida are graduating few black teachers and a continued decline of black student enrollment in teacher education programs is projected. In 1985-86, only 170 of the 3,000 baccalaureate graduates in education were prospective black teachers. Compounding this problem is the fact that the failure rate on the teacher certification examination is over 50 percent for black students taking the test for the first time. By the year 2000, it is projected that the minority student population attending Florida public schools will be greater than 40 percent. Research has shown that the prospective role model created by minority teachers has a direct effect on the academic achievement gains of minority students. Therefore, the lack of racial and ethnic black teachers may reduce opportunities for black pupils to improve their academic achievements and skills.

A significant effort being initiated this year by the Recruitment Center is an emphasis on minority recruitment. A full-time position has been created at the Center for this purpose. Also in 1986-87, $1,500,000 was appropriated to support Chappie James scholarships for a top graduating senior from each public secondary school in Florida to attend a state university, community college or an independent institution, provided the student agrees to enter the teaching profession in Florida for a minimum number of years at least equal to the number of years the scholarship was received. Fifteen percent of the scholarships must be awarded to minority students; the scholarship is limited to $4,000 per year for a maximum of four years. Minority students preparing for other professions could also be encouraged to consider teaching for a limited number of years, through alternate certification and participation in the Student Loan Forgiveness Program. Through this program recent graduates can have up to $10,000 in educational loans forgiven in return for teaching in a critical shortage area.

Florida postsecondary institutions face a major challenge in producing a significant share of the teachers needed annually to staff Florida schools. To assist in this effort, the Commission offers several strategies.

Recommendations:

2. **The alternative certification program enacted by the 1984 Legislature should be promoted on each campus by university administrators and faculty as well as by the Commissioner of Education's office and school districts. Awareness and**

training workshops on the program and its benefits should be held on college campuses and in school districts. An analysis should be conducted by the Department of Education in cooperation with the Postsecondary Education Planning Commission, to determine whether the 90 clock-hour requirement currently mandated by the Department of Education is needed for all candidates, regardless of their prior teaching experience and performance in the classroom.

3. University campuses should implement strategies to attract college students majoring in liberal arts disciplines into teaching such as the creation of a teacher recruitment office within the College of Arts and Sciences.

4. A multifaceted approach should be implemented to recruit minority teachers including:

   - College reach-out programs should be expanded to accentuate the need for minority teachers;

   - Future Educator of America Clubs in public schools and community colleges should focus on the value of teaching as a profession for minorities, while giving minority students a chance to participate in tutoring efforts;

   - The "Chappie" James Most Promising Teacher Scholarship Program and other state teacher scholarship and loan programs should expand their emphasis to attract additional academically talented and highly motivated minority students to full-time teaching;

   - Each College of Education should expand strategies for increasing minority faculty and the number of minority students enrolled on campus;

   - Each college of education should initiate or expand communication and articulation efforts with feeder community colleges to facilitate recruitment of minority students; and

   - The Department of Education's Teacher Recruitment Office should initiate efforts to recruit minority professionals into the teaching profession for two to four years via the alternate certification and loan forgiveness programs.

Improvements in Elementary Teacher Education

The 1982 **Master Plan** stated that teachers must be better prepared to teach more rigorous coursework and basic skills that will be required in the schools. Although efforts to improve the subject matter content of preparatory programs for secondary teachers have been significant, little has been done to strengthen the preparation of elementary teachers in liberal studies.

Effective teachers must possess a knowledge of the subjects to be taught. Without at least a cursory understanding of subject matter, elementary teachers, especially those in the upper elementary grades, may not be fully effective in the classroom. For example, the lack of science course requirements for elementary teachers may partially account for the reported loss of interest, motivation, and scientific knowledge of elementary school children. A lack of subject matter courses in elementary education programs may produce teachers with deficiencies who may, in turn, provide inadequate subject matter instruction to elementary school students. The demands of our increasingly technological society require that this cycle be broken.

Rarely are subject matter courses taken outside the College of Education by elementary education majors beyond the general education requirements of the freshman and sophomore years. Elementary education majors are subject to extensive College of Education course requirements and little room is provided in their programs for subject matter coursework.

A 1984 Commission transcript study of 231 elementary education majors representing 16 elementary education programs showed that an average of 64 semester hours (range of 59 semester hours to 72 semester hours) were taken in education courses by junior and senior elementary education majors. This range in education hours is well in excess of state certification requirements which mandate approximately 40 semester hours in education coursework including 21 hours of methods. Of the courses taken outside the College of Education by these 231 undergraduates, an average of only one semester hour in mathematics, .84 semester hour in science, 1.5 semester hours in English, and 1.2 semester hours in social studies was identified.

Compounding this lack of coursework in liberal studies is the fact that several community colleges in the State offer teacher education courses. For example, at Miami-Dade Community College, pre-elementary education majors in their freshman and sophomore years may elect to take four to six courses (12-18 semester hours) in education. These same students upon transferring to Florida International University complete an additional 60-65 semester hours for a total of over 80 hours in educational methodology, educational psychology, and related educational courses during their four-year undergraduate experience.

A strong liberal studies preparation would provide elementary teachers with a broad academic background. The Commission recognizes that an elementary teacher requires more than a knowledge of subject matter; the teacher must also be prepared to understand and relate to young children. Evidence suggests, however, that so much emphasis has been placed upon the latter that knowledge of subject matter has been neglected. The Commission believes this balance must be changed. The Commission is encouraged by several teacher preparation programs in Florida which are taking steps to require additional coursework in liberal studies for elementary education majors.

Recommendation:

5. **To enable elementary education majors to have broad preparation in liberal studies during the four-year undergraduate sequence, elementary education baccalaureate programs should require no**

more than 48 hours in education coursework. Elementary education programs should not be expanded to five-year programs to accommodate current education courses and increased coursework in liberal studies.

Service to Public Schools

Both the **Master Plan** and the Commission's College of Education Study recognized that service to public schools should be an integral part of the teacher education programs and a high priority for university faculty. As the result of this belief and a subsequent Commission recommendation that universities should appropriately reward faculty service to public schools, the 1984 Legislature amended Section 240.245 (2), Florida Statutes. The modified statute calls for (1) the establishment of flexible criteria for rewarding faculty members which shall include quality teaching and service to public schools as major factors in determining salary adjustments, promotions, reemployment, tenure; and (2) a requirement that the vice presidents for academic affairs in the State University System disseminate information to all faculty members which clearly states that service to public schools is one of the criteria utilized in promotion and tenure decisions.

In studying this issue, the Commission felt that the reward for service to public schools should not be limited to College of Education faculty. For example, in the summer institute program for K-12 teachers, the law directs that College of Arts and Sciences faculty be given first priority in providing service to public school teachers in summer institutes. Despite the 1984 modification in statute, this law has yet to be implemented on several campuses. Many faculty believe that public service is still not recognized in promotion and tenure decisions.

Recommendation:

6. **The Council of Academic Vice Presidents of the State University System should provide evidence that service to public schools is being recognized in promotion and tenure decisions at state universities as required in Section 240.245 (2), Florida Statutes.**

ENHANCING FLORIDA'S ROLE IN INTERNATIONAL EDUCATION

The international character of Florida has become increasingly apparent over the last twenty years. Florida and its people have a complex of commercial, social, political and personal ties with other governments and other peoples. The interdependence between Florida and the activities of other governments has been dramatically portrayed in events such as the Cuban and Haitian boat lift operations. The number of people with familial, ethnic, cultural and linguistic ties to other countries who are residents of the State or visitors to Florida is substantial and increasing. By the 1990's, Hispanics are expected to be the largest minority group in Florida. International commerce is a strong and growing sector of Florida's economy. In fact, Florida's international trade posture is so strong that if the State were a sovereign nation, the value of its foreign trade would be greater than 157 of the 183 nations of the world.

In recent years the Legislature and the Department of Education have initiated a number of activities to gather information on international affairs activities in Florida's educational communities, to provide a structure to address international education issues and to develop formal educational linkages with other countries.

In 1984, the Legislature authorized a Latin American/Caribbean Scholarship program providing scholarships for talented and economically disadvantaged youths from Latin America and the Caribbean.

The Florida International Alliance was created in 1985 by the Legislature to assist the public and private sectors in Florida and enable the State to fulfill its role as a gateway to the Western Hemisphere. The primary goal of the Alliance is to foster awareness of the increasing importance of international relations to the State of Florida among the states' leadership.

In 1986, the Legislature enacted Senate Bill 449, authorizing the implementation of a number of international education activities. This bill represented the first comprehensive legislative action in the area of international education. Initiatives included:

- Creation of the Office of International Education to coordinate international education activities in cooperation with academic institutions and other agencies;

- Establishment of the Florida Commission on International Education which advises the Governor, Legislature, and educational boards on matters and activities related to international affairs, such as the Quincentenial Event of 1992, and of existing needs and resources related to international education; and

- Creation of the Florida International Volunteer Corps and the Florida Interamerican Scholarship Foundation.

Another initiative, being coordinated by the Department of Education Office of International Education is the Florida-Latin American Linkage Institutes. The institutes represent agreements between the State University System and the

State Board of Community Colleges with counterpart organizations of higher education in respective countries in the Caribbean and Central and South America. Activities of the institutes include student and faculty exchanges, cooperative research and on-site study opportunities.

Most recently, the 1987 Legislature acted on a Commission recommendation and authorized establishment of a Hemispheric Policy Studies Center to serve as a clearinghouse for information and activities dealing with hemispheric relations within the State. The Center is intended to help strengthen cooperation between academic and private sector institutions in the coordination and development of policy studies dealing with intellectual, commercial, and cultural issues confronting the Western Hemisphere.

The State also has an abundance of educational resources at the institutional level responding to its international demographic and economic evaluation including foreign language programs, area studies programs, and applied research centers. However, the effectiveness of language and international studies programs can be hampered by low levels of language competency and a lack of effective linkages among different academic institutions and between education and business and industry. Noteworthy efforts are being made by the Department of Education to improve articulation between secondary school, community college, and university foreign language programs. The Foreign Language in Florida (FLIF) project, funded by the Department in 1986-87, has brought together over 50 faculty from all levels of education to develop an agenda for the improvement of foreign language instruction in the schools, community colleges, and universities. The program improvement agenda is being incorporated into the legislative budget requests and the state Articulation Agreement. As a result of the FLIF project, course equivalencies and competencies have been defined, assessment strategies identified, and instructional equipment support sought.

An effective international education program for the State requires an integrated approach to foreign language instruction and areas studies programs. Acceptable levels of language competency require availability of more basic language instruction at the elementary level and a more smoothly articulated system for beginning as well as advanced instruction at the secondary and postsecondary level. The development and growth of area studies and other international programs at postsecondary institutions need to be subjected to rigorous appraisal of student demand, appropriateness to institutional mission, ability to serve local or statewide commercial activities, and the availability of other instructional resource support such as related faculty and library holdings. The Office of International Education can and should play a key role in coordination and communication among the State's international resources and activities.

Recommendations:

1. **Foreign language instruction in Florida should be increased at the elementary levels and offerings at the secondary and postsecondary levels should be expanded and improved so that a comprehensive and integrated foreign language instructional system is in place at all levels of education, as proposed by the Foreign Language in Florida Project.**

2. Further development and expansion of international education resources and activities at Florida's public and independent colleges and universities should take place at institutions best suited to develop high quality programs. Interinstitutional duplication should be avoided.

STRENGTHENING VOCATIONAL EDUCATION

Vocational education in Florida has achieved national prominence in a number of respects. In recent years, the state has had the highest percentage of population enrolled in vocational educational institutions of any state and has had the highest per capita expenditure for public vocational education of any state. This level of public interest and support is precisely the reason that vocational education programs in Florida must be of the highest quality. This topic was addressed in the original **Master Plan for Florida Postsecondary Education** as well as in several subsequent studies conducted by the Commission on job preparatory vocational education (1984), proprietary education (1984), and vocational teacher preparation and certification (1985).

In the past fifteen years, vocational education has been the subject of numerous studies conducted by the Legislature, the Governor's Office, the Department of Education, and a variety of other public and private citizens groups. Most recently, the 1987 Legislature requested that the Commissioner of Education conduct "a study of the scope, role, function and interrelationships of the Division of Vocational, Adult, and Community Education. The purpose of the study will be to review and initiate changes necessary to develop a more productive instructional program and efficient delivery system for the citizens of Florida." The role of the Commission in this study will be discussed in the section on regional coordinating councils below.

Public vocational education extends the entire breadth of the educational system with introductory and exploratory courses being offered primarily in elementary and middle schools and direct job-related instruction at secondary schools, departments of comprehensive high schools, adult high schools, area vocational education schools, community colleges, and independent trade and technical schools. The state universities have responsibility for vocational teacher education programs.

Public postsecondary vocational education is offered by thirty-three area vocational-technical centers administered by public school districts and designated by the State Board of Education as area vocational education schools. This designation has also been granted to fourteen of the state's twenty-eight community colleges and qualifies these institutions for federal funding for facilities construction and authorizes them to offer postsecondary certificates as well as degree programs. All twenty-eight community colleges, however, provide some postsecondary vocational instruction which may lead to the award of an associate degree or certificate, as well as supplemental vocational courses. In addition to the public effort, approximately 360 private trade and technical schools including 22 that operate from out of state, offer a wide variety of vocational education programs.

A system as varied as Florida's faces issues in a number of areas including coordination, program quality, accountability, role differentiation, and equitable financing.

Regional Coordinating Councils for Vocational and Adult Education

As stated in the Commission's 1984 **Study of Postsecondary Vocational Education in Florida**, the question of responsibility for the delivery of vocational and adult education and community instructional services has been debated in Florida since 1965. At that time the Legislature authorized the school districts to establish area vocational centers as an alternative to only delivering vocational education in community colleges. Also, around that time the community colleges were separated from the district school boards. Since then some have argued that vocational and adult education programs should be assigned to either community colleges or school districts as a matter of statewide policy. However, at this time, studies conducted by the Commission, the Governor's office and others have not identified a single delivery structure that would be clearly superior to the dual delivery structure currently functioning in the State.

The **Master Plan for Florida Postsecondary Education** states that:

> There is strength in Florida's current structure for providing vocational education, adult education and community instructional services. While seemingly disjointed, the structure allows different State regions to take advantage of the unique strengths of the delivery systems which have developed over the years. Some school districts and community colleges have strengthened cooperative relationships; in other instances, each has agreed to concentrate on its own areas of strength. Student articulation and resource coordination must be improved. The current structure has the capacity for such enhancement.

The **Master Plan** also emphasizes the importance of regional coordination:

> The coordination of vocational and adult education, the articulation between community colleges and universities, the cooperation with and use of the independent and proprietary sectors, the improved ties with business and industry as well as the effective use of educational technology -- all would benefit by placing more emphasis on regional planning, coordination, and cooperation.
>
> The regional approach to coordination encourages that needs be assessed for a common area and focuses the full range of postsecondary education resources on meeting them. Institutional roles must be established on a regional basis to ensure that the area has a diverse and strong set of resources.

Regional coordinating councils have been in existence since the implementation of State Board of Education Administrative Rules 6A-6.67 and 6A-14.37 in 1971. The 1983 Legislature enhanced the role and authority of the councils through provisions in the RAISE Bill (Chapter 83-324, Laws of Florida). The revised statute states that the voting members shall include a majority of lay members, the community college president or his designee, and the district superintendent(s) or their respective designees. The nonvoting members consist of the directors of vocational education and adult education in each school district in the region; the deans or directors of vocational education and continuing education in the community colleges; the vice president for

academic affairs or designee for each state university serving the region; a representative of an independent vocational, technical, trade or business school located in the region; and a representative of the branch of the Florida State Employment Service in the planning region. In 1987, the Legislature added a representative from the Department of Health and Rehabilitative Services to each council.

The 1983 Legislature directed the Postsecondary Education Planning Commission to evaluate the regional coordinating councils "with respect to their administrative effectiveness and the extent to which regional needs are being met and unnecessary duplication is being controlled" (Section 228.074(8) F.S.). The evaluation process was authorized to begin in July 1985 with no fewer than seven councils to be evaluated annually. The Commission recently completed the third phase of this evaluation. To date, 21 of the 28 councils have been reviewed. The Commission's evaluation also served as the regional council component of the Department of Education Study mentioned above. Consequently, in addition to the seven councils selected, this year's evaluation focused on several key issues on a statewide basis:

- What positive contributions have been made by the councils?
- Are there existing areas where they could be more effective or new areas which they should address?
- Are there responsibilities assigned to the councils which should be removed or modified?
- Are there other modifications or alternatives to the councils which should be considered?

The major points emerging from the statewide review were that:

- The councils have had a positive impact on the coordinated planning of vocational, adult, and community education;

- Councils are most effective as a forum for planning, information sharing, and other communication among the representatives of the educational systems, governmental agencies, business, and the community at large. The technical details of the day-to-day administration of vocational and adult education programs should not be the primary focus of attention;

- There is a clear need to reduce the amount of reports and other paperwork required from the councils. Budget and FTE reviews should only be conducted when needed to support specific programming recommendations; and

- A continued emphasis on the provision of inservice training opportunities for lay members and council staff is needed.

The Commission believes that with the leadership and guidance provided by the state specialist, the active participation of educational and community leaders, and the support and involvement of those councils which have developed model practices and procedures, all 28 councils can become effective forums for the coordination of vocational, adult general, and community education. As long as Florida's dual delivery system for these programs

continues, each council should be viewed as a communication and coordination mechanism for the local education agencies and other community resources in each region.

Recommendation:

1. **As long as Florida's dual delivery system for vocational and adult education continues, the regional councils should be viewed as a communication and coordination mechanism for the local education agencies and other community resources in each region. The role of the councils should be clarified to avoid unnecessary involvement in the routine administration of the programs they oversee. The councils should continue to be provided the resources and support necessary to function effectively.**

Program Leveling

In recent years questions have been raised by the Legislature and others regarding apparent inconsistencies in the classification of vocational programs and courses. The 1982 Legislature asked the Articulation Coordinating Committee in the Department of Education to define various types of credit in use (academic, vocational, and non-credit) and procedures for determining the level at which courses are taught (Rules 6A-10.33 and 6A-10.0242 relating to credit definitions and course levels resulted from this process). In its 1984 "Study of Postsecondary Vocational Education in Florida" the Commission identified several problems associated with inconsistencies in program completion requirements and program level assignments at various postsecondary vocational institutions. Primary concerns were with the wide variations in length of programs purportedly providing preparation for the same level of job entry, discrepancies in fees and funding for similar programs, and unwarranted duplication of similar program offerings at area vocational-technical schools and community colleges. The Legislature responded to the Commission's concerns by directing the Department of Education to develop uniform guidelines for assigning vocational programs to appropriate delivery systems (area centers or community colleges) and awards (vocational certificates or associate degrees). This process is generally referred to as program leveling. Postsecondary vocational programs may be offered at one of two levels. The first is Postsecondary Adult Vocational, generally referred to as "clock hour credit", and deals mainly with manipulative skill training. The second is Postsecondary Vocational, which, while having a manipulative skills component, must be based in theory and of sufficient complexity and rigor to be listed as college credit in the Statewide Course Numbering System. Since October, 1985, well over 200 postsecondary occupational faculty and administrators from throughout Florida have worked diligently to apply the guidelines to over 300 vocational program offerings to bring about systemwide program leveling. At this point, all but a handful of programs have been assigned to a level, and these decisions will be made shortly. However, because the Course Code Directory for Public Schools and most college catalogs for Fall, 1988 have already been sent to the printer, the full impact of program leveling will not be seen until 1989-90.

Anticipated benefits of the process include a closer relationship between skills taught and occupational outcomes, a reduction in program duplication, and improved student articulation.

Recommendation:

2. **Full implementation of the program leveling procedures developed by the Department of Education should begin by July 1, 1988. All programs offered in 1989-90 and beyond shall be reported consistent with these procedures.**

Student Placement and Follow-up

What happens to students after they complete a program should be of interest to all educators. However, the question is particularly germane to vocational education where it serves as a major indicator of whether program completers received the job preparatory skills necessary to obtain related employment. Although student follow-up has been required in Florida for a number of years relatively little use was made of the information at the state level until 1983 when the State Board of Education adopted placement standards of 50 and 60 percent respectively for secondary and postsecondary vocational programs.

In its 1984 study of vocational education, the Commission endorsed an even higher standard of 75 percent for both levels of vocational training. The Commission realized that placement is just one of a set of criteria important for evaluating a program and that there may, at times, be extenuating circumstances that would argue against closing a program with a lower placement rate. The Commission suggested that dropping below the placement rate should trigger a detailed program review to identify the cause of the condition and possible remedies.

In 1984, the Florida Legislature amended Section 229.551(3)(g), Florida Statutes, to require monitoring of placement rates for both secondary and postsecondary vocational program completers and further specified that state funding would be discontinued for programs which have less than a 70 percent placement rate for three consecutive years. For purposes of this requirement, acceptable placements include related employment, postsecondary education, or military service. The three year funding trigger will not be implemented until data are compiled for 1986-87, however, there is no question that this policy has already had considerable impact on encouraging closer scrutiny of existing programs.

Two recent developments are worthy of note. The Occupational Identifier Project (OIP), a collaborative developmental effort of the Departments of Education and Labor is scheduled for full implementation in 1987-88. The project, which involves crosswalking data from the two Departments, provides a cost-efficient mechanism for identifying what happens to students once they complete vocational training or any other training for that matter. Files of former students are matched against employer wage reports to determine employment status. Files are also matched against community college and state university system tapes to determine continuing education status. Through the U.S. Department of Defense, military employment information is also collected. The Occupational Identifier Project provides the opportunity for a broad array

of analyses that include employment and training relationships, earnings, and longitudinal studies of employment and career paths. The impact of this project for state policymakers should increase in years to come. Its potential for supplying data on graduates of degree programs should be explored as well. An issue that has never been resolved is the appropriate treatment of placed leavers (i.e. students who obtain sufficient skills to obtain employment prior to completing the program) in the placement statistics. Use of the OIP should permit improved tracking of these students and provide additional data for program evaluation.

Another recent development was a request by the 1987 Legislature to the Director of the Division of Vocational, Adult, and Community Education to identify other definitions of measurable outcomes of vocational education which can be used to evaluate the success of vocational education programs. For example, information on demonstration of performance objectives by program completers would prove useful. This process should result in additional indicators which can complement the use of placement statistics in the assessment of vocational programs.

Recommendations:

3. **Full state support for continued implementation of the Occupational Identifier Project should be provided to ensure availability of an objective, efficient means for determining placement of vocational and other program completers.**

4. **Other measurable outcomes of vocational education should be identified and systematically monitored by the Department of Education to avoid over reliance on placement in program evaluation and funding decisions.**

Basic Skills Development

Basic skills in vocational education consist of the two fundamental skills requisite for all further learning: the ability to communicate and the ability to recognize and deal with mathematical and symbolic concepts. Moreover, a third skill is equally important in vocational education, employability skills.

The Commission's 1984 study noted that the role of basic skills in vocational education is becoming more critical in light of ongoing changes in the industrial structure of the country. The heavy manufacturing industries which formed the core of the demand for many skilled and semi-skilled workers is declining as third-world countries expand in this area and as manufacturing processes become more automated. Much of the growth in labor demand is in the information industries and in low-paying service jobs. While service jobs often require no training at all, the information industries require skills closely dependent on the development of sound communication and computational skills. At the same time, the rate of change in the workplace is accelerating. Requirements for technical skills are changing as fast as the technology changes. Manual drafting is giving way to computer-aided design, for example, and while the new technologies still require technologists, the types of skills required are different. A final reason for emphasizing the

teaching of basic skills is their durability. Their value endures throughout the lifetime of the student through job and personal changes.

Basic skills are taught best in a formal learning environment. Vocational skills can be taught on the job and, many times, are more efficiently and effectively taught in this environment. However, if basic skills are not learned in an educational setting, there is less probability they will be acquired later.

In accordance with a Commission recommendation on this issue, the 1984 Legislature adopted Section 233.0695, F.S., which requires students enrolled in adult vocational programs of 450 clock hours or more to complete an entry-level examination within six weeks after admission into the program. Authorized test instruments are designated by the State Board of Education and minimum basic skill standards in mathematics and language are published annually by the Commissioner of Education in the document "Vocational Education Program Course Standards." Data on the first year's experience (1986-87) with this policy are presently being compiled by the Division of Vocational, Adult, and Community Education and will be used to determine if modifications are required.

Conventional wisdom would argue that the earlier basic skills can be acquired the more effective a student's educational experience will be. This raises the question of the appropriate level at which to provide specific job preparatory skill training. At present, the public school (K-12) funding formula supports both exploratory courses designed to familiarize students with potential career opportunities as well as job preparatory programs in eight broad areas (e.g. agriculture, business and office, health, public service). Postsecondary area vocational technical centers and community colleges also provide job preparatory instruction. Research has revealed consistently lower placement rates for students completing job preparatory programs at the secondary level than those trained at the postsecondary level. The Commission believes that vocational education in the K-12 system should be focused on basic skills as well as exploratory activities with a corresponding de-emphasis on training related to the skills, tools and technologies of specific occupations. However, such a strategy should not prevent high school students who are so inclined from receiving specific job preparatory training. For several years the Legislature has encouraged academically able high school students to enroll in college level courses which may also count toward high school graduation through the dual enrollment program. The 1987 Legislature expanded the dual enrollment policy to include vocational education. This modification will enable those students interested in seeking employment directly upon high school completion to obtain occupation-specific skill training at the closest vocational-technical center or community college while they work on their high school diploma.

The Southern Regional Education Board is currently coordinating a multi-state pilot effort to improve the quality of vocational education. Emphasis in the project is on higher level competencies in math and communication, as well as computer skills for vocational students. In addition, development of articulation agreements between secondary schools and community colleges will be stressed. Florida will have two pilot sites involved in this project,

which appears to complement very well our statewide initiatives on quality improvement.

Recommendations:

5. **The Commission believes that vocational education in the K-12 system should be focused on basic skills as well as exploratory activities with a corresponding de-emphasis on training related to the skills, tools and technologies of specific occupations.**

6. **The pilot program on the quality of secondary vocational education being initiated in Florida and other states by the Southern Regional Education Board should be closely monitored to identify statewide applications and implications regarding the effective delivery of vocational education at the secondary level.**

While fees are now charged in all public job preparatory programs offered by school districts and community colleges, in many cases they are not consistent between sectors for comparable programs. Concern about inequities in fees charged by school districts and community colleges for non-credit job preparatory and supplemental programs has been an issue since at least 1978. That year, the Legislature requested the Commissioner of Education to develop a plan for a uniform coordinated system of vocational education to include "equitable procedures for charging fees for vocational education programs."

One of the primary reasons for concern has been the fear that the school districts, which have traditionally charged minimal fees, will have an unfair advantage over neighboring community colleges offering similar courses. While there has been some progress in the past nine years a considerable gap in vocational fees still exists between the two sectors. For example, the 1987-88 General Appropriations act established a fee of $200 per full-time (900 hours) adult vocational student in the school districts. This equates to approximately $.23 per hour for all postsecondary vocational education. Comparable fees in community colleges are $.58 per hour for supplemental courses and $.37 per hour for other non-credit vocational instruction for differences of 152% and 60% respectively. Not only is this fee disparity confusing to potential students, agencies and businesses in need of vocational training, it essentially puts the State in a position of competing against itself. In addition to the issue of consistency, the level of the fees charged also needs to be revisited. Even at the higher level assessed by the community colleges vocational fees represent a lower share of the total cost than other forms of postsecondary instruction. An indexing policy similar to that which has been adopted by the Board of Regents would permit both vocational students and program administrators to anticipate future fee adjustments. The original **Master Plan** stated that low tuition is not an effective form of financial aid because it is not targeted to individual student need. Any increases in fees should be accompanied by provision of the financial assistance necessary to assure access by students with limited resources.

Recommendation

7. **The Legislature and the State Board of Education should ensure adoption of a reasonable fee range for comparable vocational programs at the postsecondary level offered by school districts and community colleges. Once parity in fees is reached, future adjustments should be indexed to average prior year expenditures or some other measure which will permit students, institutions and the State to plan on expected fee levels. Any increases in fees should be accompanied by provision of the financial assistance necessary to assure access by students with limited resources.**

ENHANCING THE PARTICIPATION AND ACADEMIC PERFORMANCE OF MINORITY AND DISADVANTAGED STUDENTS IN FLORIDA POSTSECONDARY EDUCATION

Over the last twenty years, the State of Florida has engaged in continuous efforts to increase the participation of minority students in postsecondary education in the State. Considerable gains in participation rates were achieved in the seventies as more minority students were enrolled in and graduated from Florida institutions. However, for many minorities the rate of increase slowed considerably in the late seventies. Enrollment levels in public higher education for blacks in Florida have actually declined since 1977-78. The enrollment declines have occurred primarily in the community college sector. The State University System has experienced a net gain but community college entering black student enrollment has declined from 7,558 to 4,810 between 1977-78 and 1985-86.

As shown in Table 18, minorities experience loss at almost every point of progression in the high school-undergraduate-graduate school continuum. Though blacks represent 20.46 percent of the ninth graders, they represent 18.38 percent of the high school graduates, 11.01 percent of those that start college, and 6.87 percent of those that finish a four-year curriculum. Hispanics experience similar if not as acute losses. They represent 7.64 percent of the ninth graders, 7.52 percent of the high school graduates and 6.7 percent of the four-year college graduates.

There is also increasing evidence which indicates that minority programs focusing primarily on access have resulted in students initially enrolling but then requiring extensive developmental work, being unable to progress at normal rates, and dropping out prior to receiving degrees. Data from the Florida community colleges have indicated that first-time enrollment declined by 22 percent between 1977-78 and 1984-85 but that A.A. degrees awarded declined by 55 percent. Some recent data at the national level on medical school enrollments indicate a similar phenomenon. The absolute number of black medical students has declined from a high of 7.8 percent in 1974-75 to less than 6 percent in 1983-84. But even more alarming, the academic progress of minority candidates has slowed during the same period. More than 16 percent of medical students had to repeat the first two years of medical school in the 1980s compared with the 14 percent who repeated those years in the 1970s. The attrition rate also more than doubled from 5 percent to 11 percent between the two decades.

The Commission believes the most important requisite for successful participation and progression in higher education for all students is a strong academic curriculum in high school. Initiatives taken by the State over the last few years at the secondary level are helping students prepare better for the challenge of higher education. The enhanced Board of Regents admissions criteria requiring specific academic courses for admission, the 1983 RAISE Bill stiffening the academic requirements for high school graduation and state funding of seven-period days in the school districts are providing a strong academic base upon which students can build an academic foundation for higher education.

TABLE 18

MINORITY REPRESENTATION
AT SELECT POINTS IN HIGH SCHOOL AND COLLEGE PROGRESSION

SELECT PROGRESSION POINTS	WHITE	BLACK	HISPANIC	OTHER*	TOTAL
1. Ninth Grade Membership (1984-85)					
Number	100,110	28,958	10,820	1,647	141,535
Percent of Total	70.73	20.46	7.64	1.16	99.99
2. High School Graduates (1984-85)					
Number	59,578	15,014	6,142	952	81,686
Percent of Total	72.94	18.38	7.52	1.17	100.01
3. First Time in College					
A. Community College (Fall 1984)					
Number	35,696	4,810	5,583	813	46,902
Percent of Total	76.11	10.26	11.90	1.73	100.00
B. Universities (1984-85)					
Number	11,913	2,021	922	279	15,135
Percent of Total	78.71	13.35	6.09	1.84	99.99
C. All Public Institutions					
Number	47,609	6,831	6,505	1,092	62,037
Percent of Total	76.74	11.01	10.49	1.76	100.00
4. AA Degrees Awarded in Community Colleges (1984-85)					
Number	11,115	788	1,788	195	13,886
Percent of Total	80.04	5.67	12.88	1.40	99.99

TABLE 18 (cont.)

MINORITY REPRESENTATION
AT SELECT POINTS IN HIGH SCHOOL AND COLLEGE PROGRESSION

SELECT PROGRESSION POINTS	WHITE	BLACK	HISPANIC	OTHER*	TOTAL
5. Community College Transfers to Public Universities (1984-85)					
Number	12,574	886	1,586	266	15,312
Percent of Total	82.11	5.79	10.36	1.74	100.00
6. Bachelor's Degrees Awarded (1984-85)					
Number	17,223	1,396	1,374	319	20,312
Percent of Total	84.79	6.87	6.76	1.57	99.99
7. Master's Degrees Awarded (1984-85)					
Number	3,731	209	171	44	4,155
Percent of Total	89.90	5.03	4.12	1.06	100.01
8. Doctoral Degrees Awarded (1984-85)					
Number	461	31	11	8	511
Percent of Total	90.22	6.06	2.15	1.57	100.00
9. First Professional Degrees Awarded (1984-85)					
Number	802	34	47	15	898
Percent of Total	89.31	3.79	5.23	1.67	100.00

* Asians/Pacific Islanders and American Indians/Alaska Natives

Sources: MIS, Department of Education; State Board of Community College; Board of Regents.

However, it is still not certain that all students who intend to proceed to college are performing at levels sufficient to assure progression toward a degree without extensive remediation upon entering college. In fact, it is estimated that approximately 50 percent of community college students and 5 percent of state university students need remediation before they are able to attempt college-level course work.

There remain many barriers, perceived and real, which result in students of academic potential not choosing or not being prepared to go to college. In 1983, the state provided initial funds for the College Reach-Out Program which was designed to motivate minority and other disadvantaged high school students who were capable of benefiting from further education but were at risk of not participating. The Program funds community college and state university programs that reach out to high school students and offer academic and career counseling, trips to college campuses, participation in academic activities on campus and other opportunities to become more informed about academic expectations in college and campus life. The program has been ongoing now for four years and the Commission supports it strongly. However, the Commission believes that in the future the program needs greater funding and greater accountability.

The Commission supports an increase in funding to a level which would permit the nine state universities and 28 community colleges to offer a program in their service area with assurance of receiving an adequate base allotment. Secondly, additional funds should be made available to those institutions which can document increases in the college-going rate among the students in their target population. A two-tiered funding process would allow for coverage of all areas in the State and also assure that a percentage of the money is directed to institutions in which the funds are being utilized most effectively.

Recommendation:

1. **A two-tiered funding approach should be developed for the College Reach-Out Program which would allow for base-level programmatic funding as well as incentive funding for institutions that have documented increases in the college-going rate among students in their target population.**

Recent projections of the supply and demand of teachers indicate that though the K-12 public school population is experiencing increasingly higher rates of minority membership, the number and percentage of minority teachers may be decreasing. The research literature documents the importance of minority role models in the public school system. This trend is alarming and needs to be monitored assiduously.

Recommendation:

2. **The Department should modify its annual teacher supply and demand report to include data by race and ethnicity.**

In addition to the decline in the number of minority elementary and secondary teachers, many of the health professions also report difficulty in enrolling

qualified blacks and Hispanics and retaining them to graduation. Although health professions education programs in Florida report progress in black and Hispanic participation during the last five years, their proportional representation in enrollments and degrees awarded remains well below their proportional representation in the State's population. A major problem exists in retention of racial/ethnic minorities to degree completion. High attrition in health education programs means enrollment increases are not carried over to graduation rates. The retention of blacks, in particular, has been a consistent area of concern as the number of degrees received by this group has declined in most health professions and many colleges and universities have developed a variety of initiatives to address recruitment and retention of minorities. In medical education, the University of Florida has maintained its Project in Medical Sciences (PIMS) at Florida State University and Florida A & M University since 1971 to encourage and facilitate medical careers for minorities from the panhandle region. The University of Miami has sponsored a very successful summer Minority Students Health Careers Motivation Program for prospective medical students. The impact of these initiatives may be reflected in graduation rates -- medical education in the state is one of the few health professions experiencing increases in the number of degrees awarded to blacks.

Recommendation:

3. The State should continue to support initiatives to enhance minority participation in health professions education; however, these recruitment and retention programs should be carefully monitored to assess their efforts on the progress of racial/ethnic minorities from enrollment to graduation.

A second issue of grave concern is the college-going rate among minorities. As is evident in Table 18, the single greatest loss for black students in their progression through the educational system is in the transition between high school and college. One explanation for this loss of potential black college students may be increased competition from other agencies. During the 1980's, business and industry, the armed services, and vocational/teachnical proprietary schools have progressively drawn more black high school graduates away from public postsecondary education. Inevitably colleges and universities are likely to continue experiencing lower levels of black FTIC enrollment as long as these competing agencies continue to aggressively offer similar employment and educational opportunities to high school graduates. An equal cause of concern for enhancing minority participation in postsecondary education is the acquisition of the computation and communication skills considered basic to an undergraduate education. The State has two points at which students are tested to assure appropriate levels of competence -- upon entry and at the end of the sophomore year.

In 1984, responding to the recommendations in the Commission supplement to the **Master Plan**, **Enhancing the Participation of Minority and Disadvantaged Students in Postsecondary Education**, the Florida Legislature required the establishment of statewide entry-level standards for all public institutions of higher

education. The Legislature required mandated assessment of the basic skills competency of all incoming students and required that the inadequately prepared students be assigned to pre-college coursework. Students would continue to be eligible for financial aid but their coursework would not be considered part of the credit hours needed for a college degree.

This strategy, entitled the College Preparatory Program, has been in existence since Fall 1985 and has helped to provide underprepared students with the skills in mathematics and English necessary for their success in college-level work. The program has also helped standardize the level of performance of students in first-year college courses as no one is admitted until they have mastered a certain level of competence. The level of performance required for placement in college-level work is currently under review by a Department of Education Intersector Task Force. The Commission is concerned that the cut-off scores currently in operation are too low. Faculty members have testified that students entering their college-level courses are still not prepared sufficiently to attempt the coursework. The scores are much lower than the minimal scores required for unqualified admission to the state university system. For example, the entry-level placement testing program requires a 740 on the SAT or a 14 on the ACT. The State University System minimal requirements are 900 on the SAT and a 19 on the ACT.

The Department of Education is currently involved in detailed data-gathering on the performance of students under the current cut-off scores and the perceptions of faculty concerning student preparation. As this information is made available and analyzed, consideration should be given to raising the cut-off scores.

Recommendation:

4. **The Department of Education Inter-Sector Task Force on Placement Testing should raise the cut-off scores for such tests if data indicate that at current levels students are not able to attempt college-level work with reasonable expectation of success.**

The performance of minorities on the College-Level Academic Skills Test (CLAST) has been the focus of much concern in the State over the last few years. The performance by minority student has shown some similarities and some differences with majority students. Minority performance, on the whole, lags behind that of white students. However, over time, a pattern emerges of initial minority performance beginning quite low followed by an improvement rate considerably greater than that of whites. However, full parity has not yet been achieved. That is to say, minority performance levels continue to trail those of whites but the disparity is reduced. For example, white passing rates for the CLAST went from 80.0 percent in 1982 to 93.8 percent in 1986, an increase of nearly 14 percentage points. Blacks registered a move from 35.0 percent to 72.5 percent in the same time period, an increase of 38 percentage points, almost three times greater than that of whites. Hispanic passing rates moved from 53.8 percent to 84.4 percent, a 30.6 point increase.

A recent study by Commission staff of minority performance on the CLAST suggested that some institutions were more successful than others in preparing black students for the test. The State should provide funds to help support institutions that demonstrate a commitment to improving passage rates of CLAST by minority students. The funds should include consideration of the demographic mix of the respective population served by the institution, should address the participation and success rates of minorities on CLAST, and should include a responsibility for dissemination of successful strategies to other institutions.

Recommendation:

5. **In addition to continued basic institutional support, the State should develop guidelines for special program funds to be linked to improved passage rates of CLAST by minority students. The funding should include consideration of the demographic mix of the respective population served by the institution, the number and percentage of minority and disadvantaged students who attempt and who pass CLAST as well as improvement over time, and other factors such as completion of program requirements and transfer to other postsecondary institutions.**

Another issue related to successful performance rates on the CLAST is the special concern of students for whom English is not their native or first language as well as some students with disabilities. Studies by the Department of Education and some institutions indicate that the amount of time available for taking the communication subtests may not be adequate for a small percentage of students. The CLAST subtests are not designed to be completed in a restricted period of time. Pragmatic considerations such as test security, student fatigue, availability of proctoring and space, though, require that reasonable limits be placed on the amount of time available for the subtests. However, since only small numbers of students are present at retakes of the exam, it would be feasible to allow more extended periods of time at these administrations. The few students who need more time would thus not be penalized by time considerations. There is no penalty for retakes and a student may attempt the exam as often as he or she wishes.

Recommendation:

6. **Extended periods of time should be made available on CLAST retake administrations for students who indicate a need for more time.**

Articulation for students between community colleges and four-year schools needs to be constantly reviewed and improved. The Articulation Coordinating Committee deals well with the administrative requirements governing the general education curriculum and protection of student's transfer credits. However, better information about the social and academic environment is needed for students who are contemplating transferring but may be unfamiliar with the expectations and norms of four-year universities. Regional conferences held jointly by feeder community colleges and their neighboring state universities would provide students with the opportunity to meet faculty and counselors from the four-year schools, to discuss areas of academic

concentration, financial aid and other student services prior to registering on campus. This would help students, particularly first-generation college-going students, make more informed decisions about upper division and may help overcome anxiety about a new academic environment.

Recommendation:

7. **Conferences sponsored by feeder community colleges and four-year schools should be held annually to provide students with the opportunity to meet faculty and student support personnel and to discuss academic curricular planning, financial aid and other student concerns prior to enrolling at a particular college or university.**

The 1984 Supplement to the **Master Plan**, Enhancing the Participation of Minority and Disadvantaged Students in Florida, was a comprehensive analysis of the needs of the State regarding enhancing minority participation. It resulted in numerous initiatives acted upon by the 1984 Legislature. Many of those programs, such as the entry-level testing program, the college preparatory program and the teachers as counselors program, have just recently been implemented and are beginning to yield results. The Commission wishes to reiterate the importance of these original recommendations. It does not recommend any major changes in these programs and repeats its support for them while calling for continued review and scrutiny to assure that they are addressing the needs of the State. Many of the recommendations in other sections of the **Master Plan Update** address directly and indirectly areas of concern for enhancing minority participation. In particular, the sections on undergraduate education, financial aid and teacher education discuss issues of direct impact for improving minority performance.

DISABLED STUDENT ACCESS

Both the **Master Plan** and a subsequent supplement, **Disabled Student Access to Postsecondary Education**, addressed the need for sensitivity and commitment in enabling students with disabilities to benefit from postsecondary education. Florida's Auxiliary Learning Aids Program represents a national model for assuring that disabled students receive the necessary accommodations and assistance to pursue their postsecondary studies. Since the Commission's 1984 supplement in this area, both the individual award level and total amount of funding for the Auxiliary Learning Aids Programs have been significantly increased. Students with disabilities often face additional challenges in making the transition from high school to postsecondary education and other pursuits. Through the Postsecondary Education Cooperation Trust Fund, the Commission recommended and the Legislature provided support for a Two-Plus-Two articulation project for the hearing impaired.

To assist in identifying the needs of disabled students and progress made in addressing this challenge, the Commission recommended the compilation of comparable information on participation by students with disabilities in postsecondary education. The Board of Regents, State Board of Community Colleges and State Board of Education have cooperatively developed common functional definitions of the various disabilities which will be a major tool in future policy development and program evaluation. Most recently Commission staff have worked closely with a Community College System Task Force established to assist the colleges in improving their responsiveness to this special population during the "Decade of the Disabled."

While much progress has been made, much remains to be done. Significant improvements in the identification of students with disabilities in the K-12 system came about as a result of Public Law 94-142 in the early 1970's. Many of those students are now, or will soon be, college age. The area which has seen the most dramatic growth during this period is that of learning disabilities. These individuals experience difficulty in processing information in such areas as reading, writing and dealing with numerical concepts. In 1976-77 there were 800,000 learning disabled children in the nation's public schools. In 1985-86, the number had grown to nearly 2,000,000 according to the Eighth Annual Report to Congress on the Implementation of the Education of the Handicapped Act (PL 94-142). In Florida the numbers are equally significant. From 1974 to 1984 the number of public school students with learning disabilities increased from 23,252 to 61,243.

For learning disabled and other students with disabilities, testing at the postsecondary level represents not only a means of diagnosis but also a potential challenge to be met upon entrance and as a condition for exit from our public colleges and universities. Although the College Level Academic Skills Test includes provisions for accommodations for students with disabilities, additional quantitative information is needed to determine the effectiveness of existing procedures and the need for modifications. At present, the results of statewide assessment testing in the public schools are available by disability. A similar breakout is not yet available at the postsecondary level for CLAST.

In 1984, the Florida Legislature enacted the "Florida Educational Equity Act" which requires public educational institutions to develop and implement strategies to increase participation of students of a particular race, national origin, sex, handicap or marital status which have been traditionally underrepresented. The Department of Education's Office of Equal Educational Opportunity is charged with assisting and periodically reviewing educational agencies to assure compliance with the law. This review process represents an opportunity for assuring that statewide testing procedures are being administered consistently for students with disabilities.

Recommendations:

1. **The Auxiliary Learning Aids Program should continue to serve as a primary resource for assuring disabled student access to postsecondary education. Funding for the program should be adjusted as needed to address the growing number of students served as well as any increase in costs of accommodations for individual students.**

2. **Results of the College Level Academic Skills Test should include analysis of the performance of students with disabilities to determine the effectiveness of existing procedures and the need for any additional accommodations or modifications.**

3. **Site monitoring by the Department of Education in connection with implementation of the Educational Equity Act should include a review of statewide testing procedures to assure institutional consistency in test administration and the provision of any accommodations for students with disabilities.**

IMPROVING PROGRAMS FOR ADULT POPULATIONS

Florida has an adult population (those 16 years and older) of over nine million people. Nearly 1,000 people arrive each day attracted by Florida growing international reputation and prosperous economy, adding to the State's population. Sizable segments of this population desire to participate in life-long learning opportunities to obtain basic literacy skills, receive a high school diploma, or participate in non-credit educational enrichment programs. According to projections based on the 1980 Census, approximately 18 percent of these adults have less than eight years of education. Statistics compiled by the Department of Education indicate that 404,000 adult students were served in adult general education (adult basic and high school) programs in 1986-87, along with an additional one million Floridians who enrolled in community education classes, programs and activities for educational advancement and enrichment.

The **Master Plan for Florida Postsecondary Education** recognized the importance of strengthening adult education in Florida. The Plan emphasized that Florida adult education programs should address the need for basic programs for adults with inadequate literacy skills and the development of programs for special groups of Floridians such as immigrants, refugees, migrants, seniors and adults who do not speak English. The Plan further underscored that effective State planning for adult education must recognize the life-long learning needs of adults, promote the careful development of programs to address these needs, and coordinate the implementation of programs at the State and local level.

The passage of the Florida Adult General Education Act, Section 228.072, Florida Statutes, in 1981 and subsequent amendments, have signaled an increased emphasis on statewide adult education initiatives to ensure priority for adult education services. The Act established in statute statewide priorities for providing academic services for the adult general education program and ensured that those least educated and most in need of adult education received the highest priority for service. Primary among this group were those persons with less than eight years of education, followed by those seeking high school credit, those preparing for the GED test, those pursuing vocational training for employment, those preparing for college, and finally, those persons working toward the improvement of personal competencies or wishing to take courses for recreational or leisure purposes. In 1987, the Act was amended to further subdivide the State's first priority and target those with an educational attainment of less than four years of education.

Projections based on the 1980 Census released by the Office of Strategy Planning and Management Information Systems (SP/MIS), Florida Department of Education, in 1985, indicate that 1,101,459 Florida adults age 25 or above had attained less than an eighth grade education. Among this group, those persons considered to be illiterate (less than four years of education) comprised 2.6 percent of Florida's adult population. In 1983, the passage of the Adult Literacy Act mandated that the State's illiteracy rate among adults be reduced to two percent of the population by 1995. In the intervening years, state efforts have been coupled with the national Project Literacy U.S. (PLUS) to attack the problem of illiteracy.

Since the enactment of the Adult Literacy Act, several factors continue to impede Florida's efforts to reach the two percent illiteracy goal. Of the almost 1,000 persons moving into Florida each day, approximately 18 percent lack a high school education. Other difficulties have centered on the inadequacy of available data to determine the progress of the initiative, confusion over what benchmarks adult educators should use to assess progress, and the absence of a State adopted curriculum framework and performance standards for adult basic education which emphasize quality, evaluation, and accountability.

In 1987, the Legislature enacted Section 228.073, the Florida Literacy Plan, to further organize efforts to reduce illiteracy at both the State and local levels. The statute required the development of a statewide plan that would enable the State's progress to be assessed and also required the development of local plans using the state plan as a model the subsequent year. The statute also called for the development of program evaluation criteria, and the development of procedures for the identification, recruitment, and retention of adults lacking basic and functional literacy skills which would be used to assess the State's progress toward the 2 percent goal. Also in 1987, Florida established authorized literacy centers at four community colleges and three school districts to identify, counsel, and refer persons needing literacy training within their service area to appropriate agencies that provide literacy instruction.

The **Master Plan Supplement** **Enhancing the Participation of Minority and Disadvantaged Students in Postsecondary Education** states that effective adult basic education programs should provide educational experiences which promote thinking, computation, and communication skills. Perhaps more than any other group of adults, students working to achieve literacy need programs which are based on sound adult learning methodologies and systematic procedures for learning and assessment of student progress. The Bureau of Adult and Community Education reports that curriculum frameworks and student performance standards have been developed for suggested use but have not been adopted as official state policy. Further, while there are state adopted placement assessment measures, no student assessment measures for progress and achievement have been uniformly instituted in the State for adult basic education programs.

Recommendation:

1. **As part of the Florida Literacy Plan, the Department of Education should formally adopt a program which incorporates curriculum frameworks and student performance standards to provide the instructional guidance necessary to ensure that adult basic education students receive instruction of the highest quality. The program should consist of appropriate measures of evaluation upon entry and exit as well as other accountability procedures such as evidence of student progress through adult education programs to ensure program quality.**

Florida has a large and diverse population of foreign-born immigrants, refugees and migrants. In 1980 alone, over 100,000 immigrants from Haiti and Cuba arrived in the State. While this figure was unusually high due to events

at that time, immigration continues to represent a significant source of population growth. The United States Department of Immigration and Naturalization Services reported that nearly 34,000 immigrants entered Florida in 1984, a 17 percent increase over 1983. In 1985, Broward County reported 35 recognized languages being used by its residents. Current data from the Florida Department of Labor indicates approximately 60,000 migrants enter Florida each year to engage in seasonal work. Many of these adults, and thousands of others from other countries, continue to arrive with little proficiency in speaking, reading or writing the English language. During the 1986 fiscal year, approximately 89,000 persons were enrolled in Florida adult education programs for English for Speakers of Other Languages.

Information on the diverse needs of students with limited proficiency in English is needed as a basis for statewide planning and program direction. The **Master Plan Supplement**, **Enhancing Participation of Minority and Disadvantaged Students in Postsecondary Education**, called for a thorough examination of the status, characteristics, and needs of this special population in its many forms. Although the Bureau of Adult and Community Education gathers information on the number of students served each year in English as a second language courses, few data are collected on the status, characteristics, or needs of this special population.

In 1987, a state working team on vocational limited English proficient (LEP) students, comprised of representatives from various state agencies, was organized in response to an initiative by the U.S. Department of Education. This effort was initiated to establish communication links among state providers of services to LEP students. Preliminary findings resulting from this effort indicate that limited information on LEP students is available within their agencies and thus little common data exists to share among agencies providing services. Types of information lacking include the level of proficiency of the student's native language as well as in English, and frequency of the various native languages. Information is needed to facilitate the development of instructional strategies for LEP adults to enhance the student's socialization process, and for agencies to better provide service, plan programs, and avoid duplication of services. The Department of Education plans to collect data on the achievement of ESL students for inclusion in the Adult Education Annual Report beginning in 1988.

Recommendation:

2. **The Department of Education should continue efforts to develop common criteria for data collection with other agencies on limited English proficient (LEP) students. Information should be gathered on the educational attainment level, native language, and level of language proficiency of Florida adult LEP students.**

Speakers of other languages confront special barriers in learning to read, write, and speak as compared to English speakers. Instructional strategies which address these barriers need to be used with this group. At the present time, no State minimum standards for adult limited English proficient (LEP) programs have been developed. During 1986-87, the bureau met with selected teachers, administrators and professional educators regarding assessment

instruments for speakers of other languages. The committee made recommendations for tests other than those currently approved in Rule 6A-6.014(4) FAC. Also, curriculum frameworks and student performance standards for adults in the areas of English as a second language and English for speakers of other languages are proposed for development during 1988. Currently, some adult education programs have worked toward instruction which gives consideration to the native language of the adult LEP students while others have not.

Recommendation:

3. **The Department of Education should establish minimum standards of quality for instruction which recognizes the unique barriers speakers of other languages confront in learning to read, write, and compute. Appropriate use should be made of assessment instruments and instructional strategies for student placement, program planning, and delivery of programs to students with limited English proficiency.**

Florida has the highest percentage of older Americans in the nation. By 1985, 18.5 percent of Florida's residents were over 65. According to Department of Education projections based on 1980 census data, the over 65 population of Florida will rise from 1,687,573 in 1980 to 3,136,913 by 1995.

Over the last ten years, concern over meeting the educational needs of the elderly has increased. One significant resource for addressing this and other community concerns was the Community Instructional Services (CIS) program established by the Legislature in 1976. CIS was a state-funded program directed toward the solution of significant community problems in seven areas: (1) health, (2) environment, (3) safety, (4) human relations, (5) government, (6) educational child rearing, and (7) consumer economics and homemaking. In addition when documented as a significant problem by a regional coordinating council, recreational and leisure time skills activities for the aging were eligible for CIS support.

In 1987, the Adult General Education Act was amended to allow State support for life-long learning purposes and CIS was eliminated. The new category was established to support adult education programs for persons to improve competencies or enhance their quality of life, but not to seek or upgrade wage-earning employment skills, earn a high school diploma or achieve basic skills. Preliminary data have not yet been compiled to provide an indication of expenditures, enrollment levels, or the types of students served under the lifelong learning category. This information should be closely monitored this year to determine if modifications are required to meet the educational needs of older adults and other groups served previously through CIS.

Recommendation:

4. **The Department of Education should carefully monitor the lifelong learning program to determine whether modifications are required to meet the educational needs of older adults and**

other individuals previously addressed through the Community Instructional Services (CIS) program. Programs which tap the wealth of experience available from retirees and other older adults in Florida should be encouraged in order to capitalize on this significant resource.

ISSUES FOR THE FUTURE

The past five years have witnessed added strength to postsecondary education in Florida. The preceding pages contain suggested initiatives and refinements in policy and practice designed to enhance excellence in many aspects of postsecondary education. All of the areas addressed in this Update will require continuing attention, however, some clear priorities emerge - a better recruiting and retention process for minority students; a stronger, more sophisticated counseling system; competitive remuneration for faculty and other personnel; and equitable tuition and financial aid policies.

In addition to action in these and other areas, the Commission is calling for further in-depth analysis of several issues including quantifiable indicators of the quality of the undergraduate experience and the impact of such strategies as RAISE, CLAST, and the Gordon Rule on the ability of students to benefit from this experience. In this regard, an undergraduate student transcript analysis is being designed by the Commission to assess the undergraduate environment in light of other available information on student performance, institutional grading practices and instructional strategies.

The portrait of postsecondary education in Florida is still evolving. In concluding the Update, the Commission wishes to raise several issues which will merit further attention in the near future.

First, increasing criticism is being leveled on the course content in U.S. public schools, the major source of prospective students in postsecondary institutions. Education is a ladder shaped like a pyramid. Advancement to the next higher rung is theoretically dependent upon mastering the intricacies of the rung which is currently providing support. To carry the analogy further, one of the problems with modern day education is that the rungs are much too close together or are composed of insubstantial material. The result in Florida is that successful mastery of minimum student performance standards adopted by the State Board of Education is necessary to obtain a certificate that a student has progressed through twelve years of public school and hence deserves a high school diploma. The 1986 mathematics portion of the test measuring these standards contained no questions requiring knowledge of algebra and statistics, and no questions relating to division of fractions. Testimony received by the Commission indicates that the CLAST test which has been administered upon the completion of the second year of college tests the attainment of a level some skills normally thought of as those possessed by an individual who has completed high school. Objections have been presented to a planned increase in the minimum score required for "passing" that examination.

An idea as to the level of student preparation and rigor of the testing process can be gained not only from the education level of the test but also from the scores required to pass the test. To pass the mathematics portion of the CLAST test, a student in the 1986 administration was required to answer correctly only 30 of 50 items or 60 percent.

Entry level testing and the College Level Academic Skills Test (CLAST) are examples of strategies designed to address this concern. However, efforts to provide an increasingly large pool of citizens educated to their maximum capabilities to aid in the economic, cultural and social development of

Florida must look beyond the point of entry into the postsecondary sector. Curriculum content and, more specifically, the level at which textbooks and other materials are designed within K-12 education represent key variables affecting the capability of students upon high school graduation.

The curriculum should perhaps be only one facet of a wider investigation. Lengthening the school day or year, improvement in salaries and reducing class size do not, however, address the content taught during the extra hours by teachers who are paid higher salaries and hence are theoretically improved. Course content is an aspect of the push for quality which has not received comparable attention as some of these other factors. The Commission is interested in assuming that the level of difficulty of textbooks and other materials is both appropriate and sufficiently challenging.

A second significant issue relates to the future structure of higher education in Florida. Florida has built a higher education complex consisting of a system of nine universities and a second system of twenty eight community colleges. Many universities and community colleges have established additional campuses and centers, some of which have large and growing enrollments.

The two systems are different and separate in many ways, including governance. Substantial common effort has been exerted to assure realization of two goals. The first is that the majority of students completed their first two years of college study in a community college. The second is that transfer from a community college to a university following receipt of a two-year A.A. degree from a community college should be free from any academic penalty and as easy as moving from the sophomore to the junior year in a four-year university. The overall plan to concentrate the first two years of public college education in the community college system is usually referred to as the "two-plus-two" plan for higher education.

One major philosophical thrust governing establishment of units within each system has been the minimization of geographical and economic barriers to attendance at an institution of higher learning. That philosophy added to the rapid growth of many areas served by community colleges but not by a university led to the establishment of "joint-use" facilities. These facilities consist of a combined office-classroom building constructed primarily for use by one system upon the campus of another. For example, several state universities have a large permanent office-classroom building on or adjacent to the community college campuses. The principal purpose of these buildings is to house faculty and classes for commuting students who have completed their A.A. degree and wish to earn a baccalaureate degree in one of several undergraduate or graduate degree programs offered.

To students and passersby, only the name distinguishes the university building from the other buildings on the community college campus. Students may enroll in courses in both institutions simultaneously. "Joint Use" of libraries, recreation and dining facilities is encouraged. It is obvious that by mixing and combining functions, facilities, students and programs, a hybrid situation has been created. If past trends are any indication, the future of such a hybrid may be predicted, particularly in rapidly growing areas. The rapid growth of demand for education will probably result in additional buildings.

Physical proximity will result in a growing intertwining of all aspects of facilities, programs, libraries and operations. A four-year program leading to a baccalaureate degree will be in place on a single campus as well as masters programs.

The sense of regionalism and the philosophy which resulted in the geographical dispersion of educational institutions could fortify local drives for enhancement of the quality of life and an increase in economic competitiveness through conversion of four-year joint-use operations into a state-supported university. The result could be a legislatively determined conversion into a university of an operating unit consisting of a community college and a university branch.

The first conversion would likely be followed by others. A rapid unplanned expansion of the State University System could thereby occur. The community college system would undergo an equivalent contraction and the total cost of higher education in the state would substantially increase without a corresponding increase in the quantity or quality of education, opportunity or performance.

Likelihood of an action does not assure its eventuality. Likelihood does raise questions as to whether such an unplanned course is in the best interests of the future of the state of Florida and the most beneficial answer to the educational needs of its citizens. A more desirable approach is to define future needs and then seek answers to questions as to how best to satisfy such needs.

If consensus exists in the United States on any question, it exists as to the belief that an educated populace is essential to the future welfare of the country. Individual states and communities compete for economic growth on the basis of the quality and quantity of existing educational opportunities. By and large, in seeking this quality, emphasis has been on short term solutions and efforts have been limited to working within established structural frameworks. The principal solutions, pertinent to higher education, advanced by most states include an increase in salaries, the employment of "star" faculty, additional support for the purchase of equipment, and the establishment and funding of centers designed to advance high technology research. Many responses have been to pleas by individual higher education institutions or local political entities focusing narrowly upon the question of improving their situation. Broad state policy should not be based upon parochial concepts and unchallenged assumptions. A policy of drift enables a short term answer which may eventually prove expensive and unsatisfactory.

A related and more immediate concern lies in the current state of financing for public education facilities construction and maintenance, otherwise known as PECO (Public Education Capital Outlay). Projected PECO revenues for 1988-89 are approximately 88 million dollars. This represents a decline of almost 77 percent from the current year PECO appropriations level of 375.6 million. At the same time, as noted at the outset of this document, enrollments in all facets of education are increasing dramatically. While support from the Infrastructure Trust Fund or some other revenue source may address capital outlay needs on an immediate basis, a long range strategy in this area based on an assessment of potential strategies is overdue.

The Postsecondary Education Planning Commission has a responsibility for planning for all of postsecondary education. It has a responsibility to consider the future needs of the state as a whole. The issues raised above may lie beyond the province, although not the concern, of the Commission. They are so fundamental and broad that the appropriate action at this time should be limited to placing the items on the public agenda for debate prior to suggesting future resolution of these concerns. The issue of structure in essence frames the duty to assure that the state extend educational opportunities beyond high school so as to enable citizens to receive an education appropriate to their interests, aspirations and capabilities. This should be done in a cost-effective manner so that the resources of the state are effectively utilized to improve the political, economic, cultural and social aspects of living in the state.

The Update process has presented an opportunity to step back and assess the impact of individual strategies and policies within the overall context of postsecondary education in Florida and the nation. Much has been accomplished and much remains to be done. In the future, as in the past, excellence in our system of postsecondary education will be achieved in direct proportion to the efforts and commitment of all involved.

State of Florida
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Tallahassee, Florida
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